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# CITY OF MENLO PARK

# GENERAL PLAN

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# POLICY DOCUMENT

Adopted
November 30 and December 1, 1994

# POLICY DOCUMENT

## TABLE OF CONTENTS


Page

TABLE OF CONTENTS ..... i

LIST OF FIGURES ..... i

**INTRODUCTION**

PURPOSE AND NATURE OF THE GENERAL PLAN ..... 1
CITY OF MENLO PARK ..... 2
OVERALL PHILOSOPHY AND PERSPECTIVE OF THIS GENERAL PLAN ..... 2
ORGANIZATION OF THE GENERAL PLAN ..... 3

**PART I - GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS**

LAND USE ..... I-1
CIRCULATION AND TRANSPORTATION ..... I-9

**PART II - LAND USE/CIRCULATION DIAGRAMS AND STANDARDS**

LAND USE DIAGRAM AND STANDARDS ..... II-1
CIRCULATION PLAN DIAGRAM AND STANDARDS ..... II-8
BICYCLE-RELATED IMPROVEMENTS AND STANDARDS ..... II-11

**PART III - PLAN PROPOSALS AND IMPLICATIONS**

LAND USE ..... III-1
CIRCULATION AND TRANSPORTATION ..... III-5


### LIST OF FIGURES


Appears After Page

Land Use Diagram ..... (Inserted Separately)
Circulation Plan Diagram ..... (Inserted Separately)

**INTRODUCTION**

Figure 1 Menlo Park Location ..... 2
Figure 2 Menlo Park Planning Area ..... 2

**PART II**

Figure II-1 Potential Bicycle-Related Improvements Plan ..... II-12

**PART III**

Figure III-1 Project Condition Congested Locations ..... III-6
Figure III-2 Levels of Service ..... III-12

# CREDITS

## 1994 AMENDMENTS TO THE LAND USE AND CIRCULATION ELEMENTS

The 1994 amendments to the Land Use and Circulation Elements of the City of Menlo Park General Plan was a comprehensive and cooperative effort which took over six years to complete. Listed below are the members of the Planning Commission which recommended adoption of the General Plan to the City Council and the members of the City Council which adopted the General Plan.

## ADOPTING CITY COUNCIL

Robert E. McNamara, Mayor
Jack H. Morris
Gail L. Slocum
Calvin M. Jones
R.P. (Dee) Tolles

## RECOMMENDING PLANNING COMMISSION

Lorie Sinnott, Chairperson
Christine Larson
Curt L. Gordon
Mary Jo Borak
James Spencer
Harry A. Harrison
Eric Gilbertson

## CITY OF MENLO PARK STAFF

Key personnel responsible for the management, coordination, and preparation of the General Plan and Environmental Impact Report includes:

Don J. de la Peña, Director of Community Development
Arlinda A. Heineck, Chief Planner, Project Manager
Don Dey, Transportation Manager
William McClure, City Attorney

In addition to the key personnel, the Development Services Department provided assistance in the preparation of the documents. Assisting personnel includes:

Alberto Morales, Principal Planner
Ken Clark, Senior Planner
Rose Partolan, Technical Services Coordinator
Beverly Beasley, Administrative Secretary

## CONSULTANTS

J. Laurence Mintier & Associates was responsible for the preparation of the General Plan Policy Document and Background Report. Key personnel include:

Larry Mintier, Principal

Patterson Associates was responsible for the circulation and transportation analysis. Key personnel include:

Larry Patterson, Principal
Tony Mori, Senior Transportation Engineer
Kristiann Choy, Transportation Engineer

Ogden Environmental and Energy Services Company was responsible for the preparation of the Environmental Impact Report. Key personnel include:

Rod Jueng, Project Director
Lisa Gibson, Project Manager

# INTRODUCTION

# INTRODUCTION

## PURPOSE AND NATURE OF THE GENERAL PLAN

A general plan is a legal document, required by state law, which serves as a community's "constitution" for development and the use of its land. It must be a comprehensive, long-term document, detailing proposals for the "physical development of the city, and of any land outside its boundaries which in the planning agency's judgment bears relation to its planning" (*Government Code* §65300 et seq.). Time horizons vary, but the typical general plan looks 10 to 20 years into the future.

State law specifically requires that the general plan address seven topics or "elements." These are land use, circulation (transportation), housing, conservation, open space, noise, and safety (*Government Code* §65302). In addition to addressing the mandatory issues, general plans may address "any other subjects which, in the judgement of the legislative body, relate to the physical development of the county or city" (*Government Code* §65303).

For each locally-relevant mandated issue or optional issue, the general plan must: (1) document and analyze the scope, nature, and significance of the issue; (2) set forth policies in text and diagrams for how the jurisdiction will respond to the issue; and (3) outline specific programs for implementing these policies. Preparing the general plan is an activity that sharpens and focuses the many concerns of citizens within the community and provides a framework for forging these often conflicting concerns into a common vision of the future. By focusing attention on the issues facing the community and placing them in an expanded time frame, the general plan helps citizens to see their community as a complex system that changes and evolves in response to problems and opportunities, and it helps to guide the community along an agreed-upon course.

On a more concrete level, preparing, adopting, and maintaining a general plan serves the following purposes:

- To expand the capacity of local government to analyze local and regional conditions and needs in order to respond effectively to the problems and opportunities facing the community;
- To define the community's environmental, social, and economic goals;
- To record the local government's policies and standards for the maintenance and improvement of existing development and the location and characteristics of future development;
- To provide citizens with information about their community and with opportunities to participate in setting goals and determining policies and standards for the community's development;
- To foster coordination of community development and environmental protection activities among local, regional, state, and federal agencies;
- To guide and coordinate the many day-to-day decisions of local government that are necessary for developing and protecting the community; and
- To provide local decision-makers and the community with a forum for resolving conflicts among competing interests and values.

While the general plan sets out policies and identifies ways to put these policies into action, the implementation of the plan is a complex and lengthy process in its own right. As with piecing together a

puzzle, local officials must take many separate, but interrelated actions according to the direction set out in the plan. These various actions rest on two essential powers of local government: corporate and police powers. Using their "corporate power", local governments collect money through bonds, fees, assessments, and taxes, and spend it to provide services and facilities such as police protection, streets, water systems, and parks. Using their "police power", local governments regulate citizens' use of their property through zoning, subdivision, and building regulations in order "to promote the health, safety, and welfare of the public." The general plan provides the framework for the exercise of these powers by local officials. By virtue of state law and case law, all zoning, subdivision, and public works project decisions must be consistent with the general plan.

## CITY OF MENLO PARK

The city of Menlo Park lies in the Mid-Peninsula region between San Francisco and San Jose. Located in the southern part of San Mateo County, it is bounded on the south by Palo Alto, Stanford University, and East Palo Alto, on the east by San Francisco Bay, on the north by Atherton and Redwood City, and on the west by Ladera, Portola Valley, and Woodside. Figure 1 shows Menlo Park's location in the San Francisco Bay Area.

Together with Palo Alto and Stanford, Menlo Park forms a subregional center for commerce, employment, education, and cultural activities. Many of the business operations in this subregion are regional, national, or international centers for a company. Research and development and specialized technical manufacturing processes are the focus at these centers.

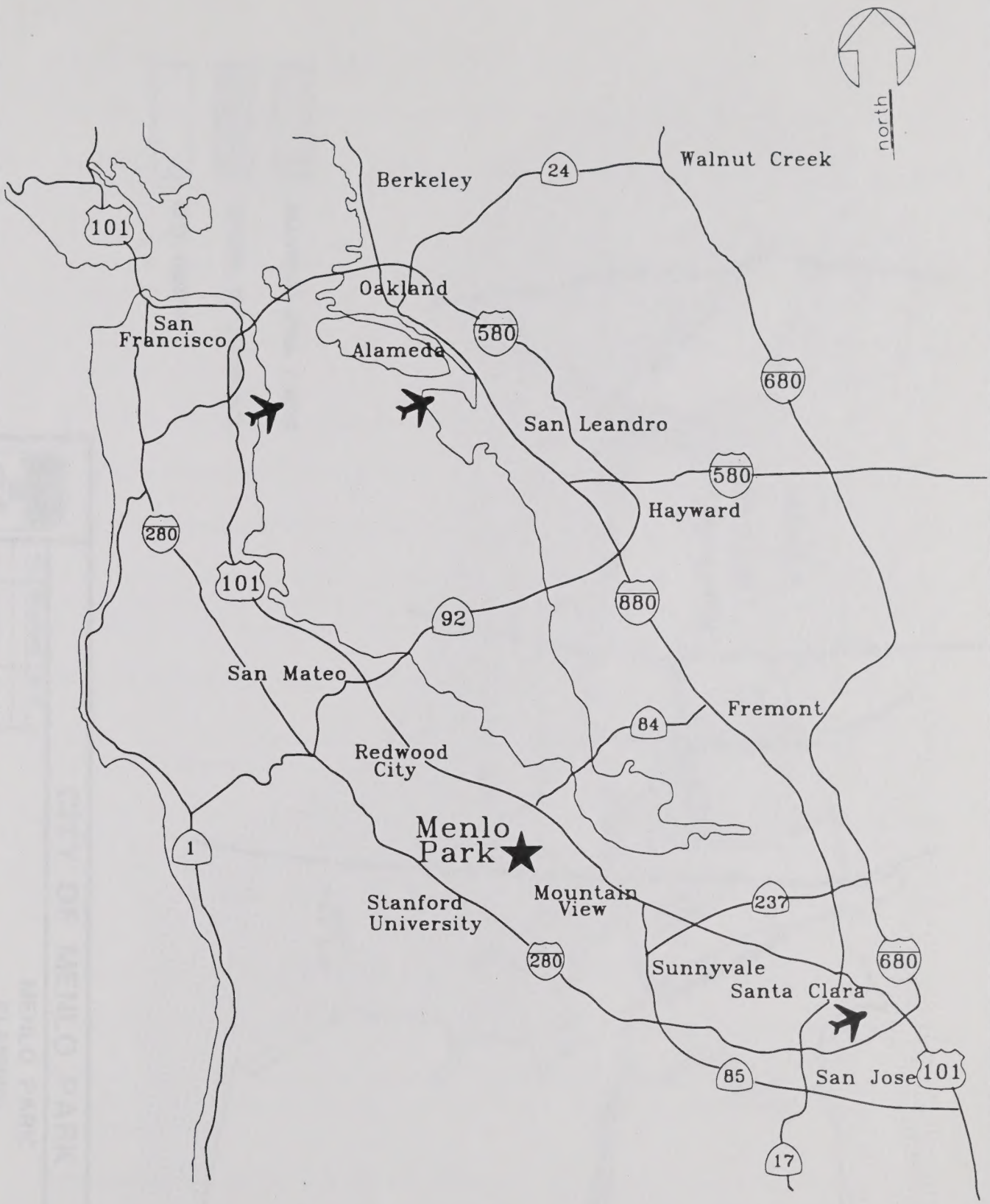
The city of Menlo Park encompasses approximately 18 square miles, including nearly 12 square miles of the San Francisco Bay and wetlands. Because of the interrelationship of Menlo Park and surrounding communities (in terms of traffic, housing, water supply, wastewater treatment, and natural resources), the City of Menlo Park has defined a Planning Area that extends beyond its current sphere of influence. This larger Planning Area includes the San Francisco Bay on the east to the ridge between Ladera and Portola Valley on the west, Palo Alto, Stanford University, and East Palo Alto on the south, and Redwood City and Atherton on the north. Figure 2 shows Menlo Park's Planning Area, current Sphere of Influence and current city limits.

## OVERALL PHILOSOPHY AND PERSPECTIVE OF THIS GENERAL PLAN

The central purpose of this General Plan is to maintain Menlo Park's special character as a residential community that includes a broad range of residential, business, and employment opportunities and to provide for the change necessary to maintain a vital community.

The overall philosophy of this General Plan is summarized in the following statement:

> To provide guidelines for the development of the city's remaining vacant land, for revitalization of existing development, and for development of a transportation system and other public facilities in a manner that:
>
> 1. Maintains and enhances the residential quality of life in the city by emphasizing development which has a human scale and is pedestrian friendly.
>
> 2. Protects the city's open space and natural resources.




# CITY OF MENLO PARK ENGINEERING DIVISION

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## MENLO PARK
## LOCATION MAP

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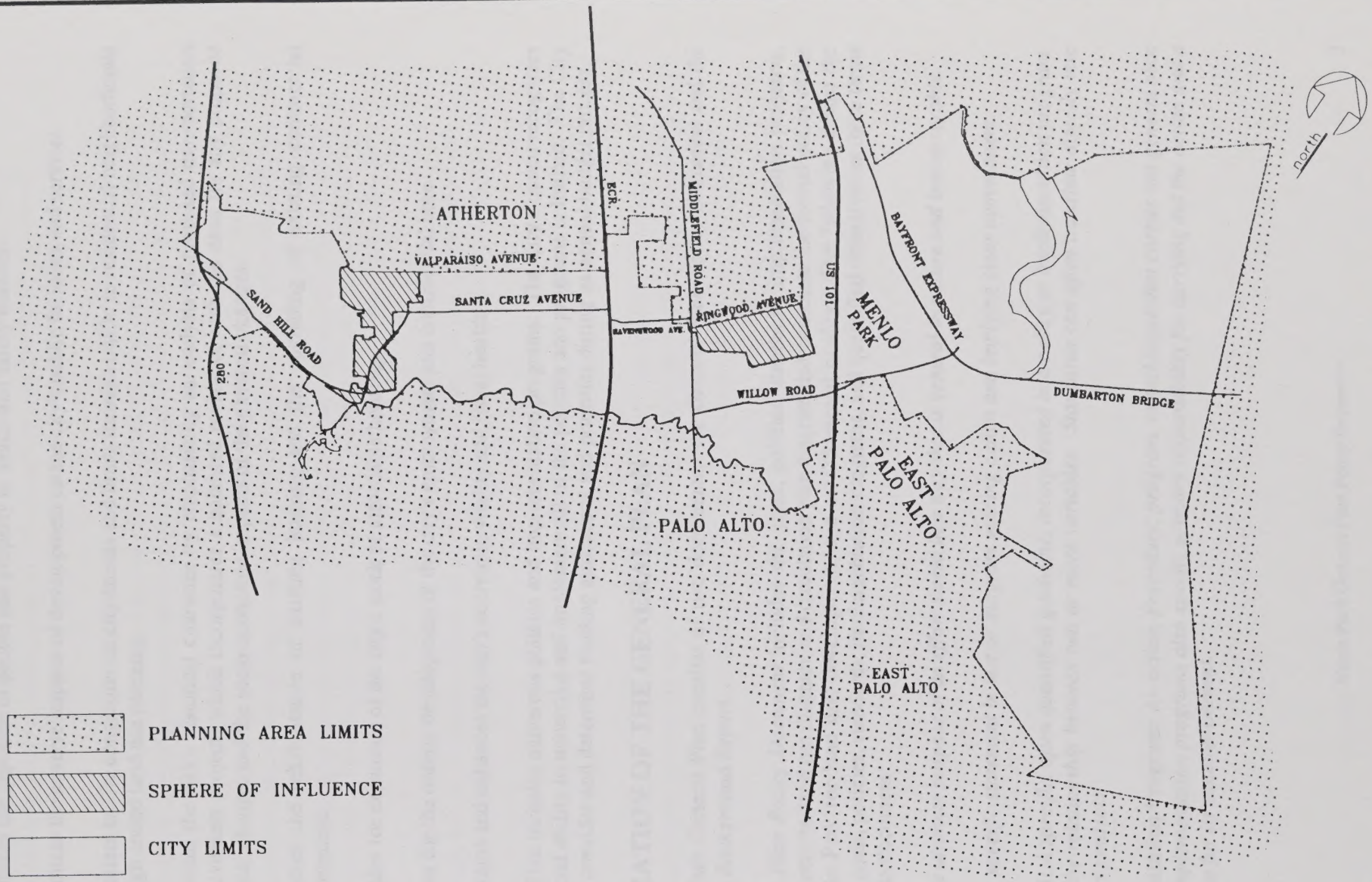


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# CITY OF MENLO PARK

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## MENLO PARK PLANNING AREA

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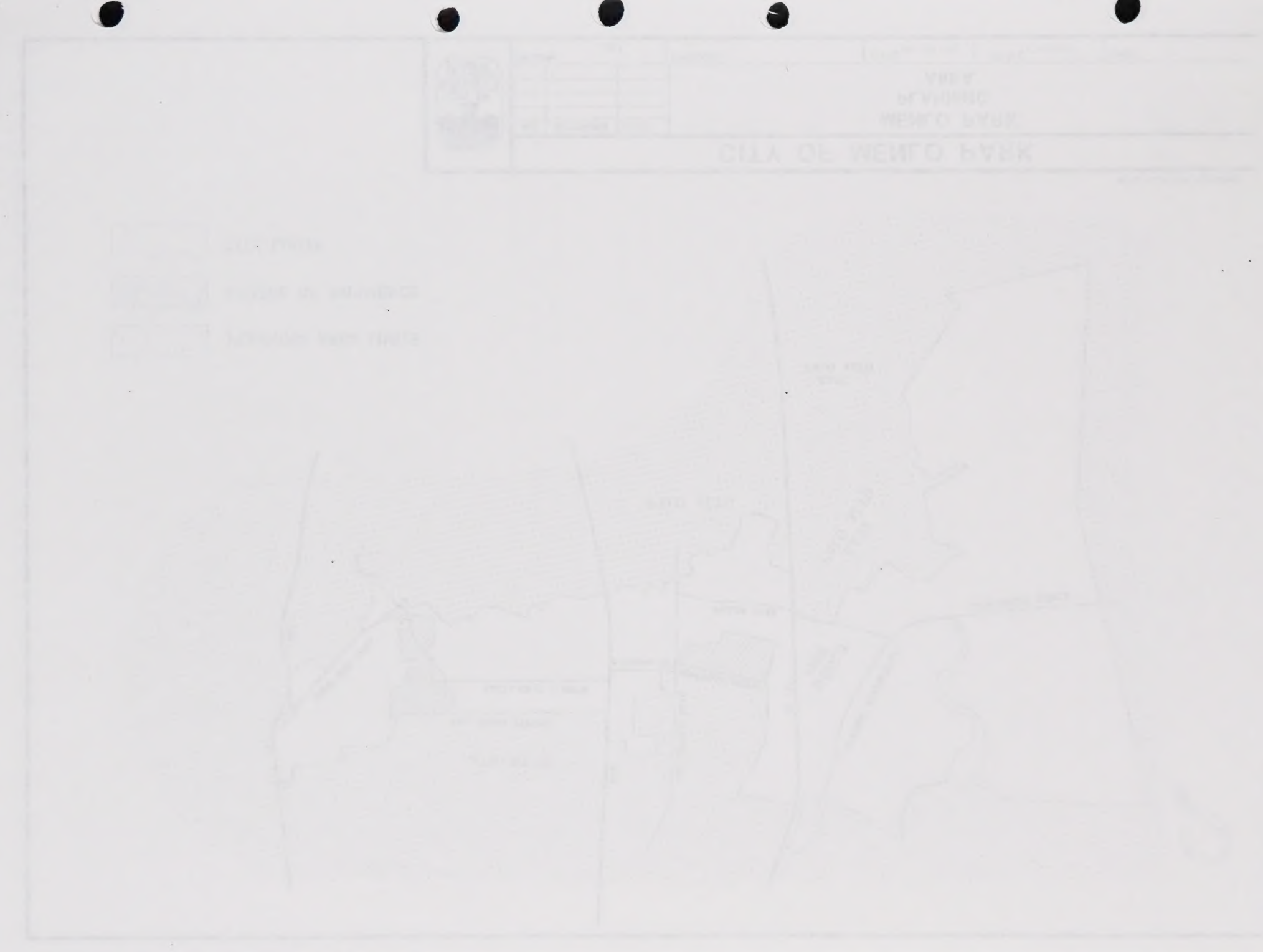


3. Minimizes the exposure of people and property to health and safety hazards.

4. Minimizes the adverse impacts of development on the city's public facilities and services.

5. Minimizes traffic congestion on city streets and limits through traffic in residential neighborhoods through sound land use planning.

6. Maintains the city's historical character by emphasizing an analysis of proposed transportation improvement projects which incorporates a balanced review of both the need for any proposed physical changes and the socio-economic impacts of the physical changes.

7. Promotes the rehabilitation of existing housing and the upgrading of existing commercial development.

8. Provides for expansion of the city's stock of affordable housing.

9. Allows for the orderly development of the city's employment and commercial base.

10. Maintains and enhances the city's economic vitality and fiscal health.

The General Plan includes numerous policies and implementation programs. The City Council recognizes that its financial ability to undertake and implement all of the policies and programs is limited. The City Council shall consider and determine funding allocations and priorities during its annual budget process.

## ORGANIZATION OF THE GENERAL PLAN

The Menlo Park General Plan consists of two documents: the *General Plan Policy Document* and the *General Plan Background Report*.

The *General Plan Policy Document* includes the goals, policies, standards, implementation programs, quantified objectives, land use diagram, and circulation plan diagram that constitute the formal policy of the City of Menlo Park for land use, development, and environmental quality. The following define the statements of goals, policies, standards, implementation programs, and quantified objectives as these terms are used in this document:

**Goal:** *The ultimate purpose of an effort stated in a way that is general in nature and immeasurable.*

**Policy:** *A specific statement in text or diagram guiding action and implying clear commitment.*

**Standard:** *A specific, often quantified guideline, incorporated in a policy or implementation program, defining the relationship between two or more variables. Standards can often translate directly into regulatory controls.*

**Implementation Program:** *An action, procedure, program, or technique that carries out general plan policy. Implementation programs also specify primary responsibility for carrying out the action and a time frame for its accomplishment.*

**Quantified Objective (Housing Only):** *The number of new housing units expected to be built and the number of households expected to be assisted during the time frame of the Housing Element based on policies and programs contained in the Housing Element and on general market conditions.*

The *General Plan Policy Document* is divided into three main parts. Part I contains the explicit statements of goals, policies, standards, implementation programs, and quantified objectives. This part is divided into the following sections: Land Use, Circulation and Transportation, Housing, Public Facilities and Services, Natural and Cultural Resources, Safety, and Noise.

Each section in Part I includes several goal statements relating to different sub-issues or different aspects of the issue addressed in the section. For each goal statement there are several policies which amplify the goal statement. Implementation programs are listed at the end of each section and describe briefly the proposed action, the agencies or departments with primary responsibility for carrying out the program, and the time frame for accomplishing the program. The housing section also includes a statement of quantified housing objectives, required by state law as part of the housing element.

Part II describes the designations appearing on the *Land Use Diagram* and outlines the standards of population density and building intensity for these land use designations. Part II also contains a description of the street and highway classification system appearing on the *Circulation Plan Diagram*.

Part III includes a discussion of the general plan proposals reflected on the *Land Use Diagram* and *Circulation Plan Diagram* and the implications of these proposals in terms of development potential and traffic volumes.

The *General Plan Background Report* inventories and analyzes existing conditions and trends in Menlo Park and its environs. The *Background Report*, which provides the formal supporting documentation for general plan policy, addresses the following subject areas: land use; circulation and transportation; housing; economic conditions; public facilities and services; natural and cultural resources; safety; and noise.

In addition to the *Background Report* and *Policy Document*, an *Environmental Impact Report* (EIR) analyzing the impacts and implications of the *Menlo Park General Plan* was prepared and certified prior to adoption of the Plan. The *EIR*, which is not a formal part of the *General Plan*, was prepared to meet the requirements of the California Environmental Quality Act.

# PART I

# GOALS, POLICIES, AND IMPLEMENTATION PROGRAMS

# PART I

# SECTION I: LAND USE

## GOALS AND POLICIES

### RESIDENTIAL

**Goal I-A** **To maintain and improve the character and stability of Menlo Park's existing residential neighborhoods while providing for the development of a variety of housing types. The preservation of open space shall be encouraged.**

**Policies**

I-A-1 New construction in existing neighborhoods shall be designed to emphasize the preservation and improvement of the stability and character of the individual neighborhood.

I-A-2 New residential developments shall be designed to be compatible with Menlo Park's residential character.

I-A-3 Quality design and usable open space shall be encouraged in the design of all new residential developments.

I-A-4 Residential uses may be combined with commercial uses in a mixed use project, if the project is designed to avoid conflicts between the uses, such as traffic, parking, noise, dust, and odors.

I-A-5 Development of housing, including housing for smaller households, is encouraged in commercially-zoned areas in and near Downtown. (Downtown is defined as the area bounded by Alma Street, Ravenswood Avenue/Menlo Avenue, University Drive and Oak Grove Avenue.) Provisions for adequate off-street parking must be assured.

I-A-6 Development of residential uses on the north side of Oak Grove Avenue and on the south side of Menlo Avenue adjacent to the Downtown commercial area is encouraged.

I-A-7 Development of secondary residential units on existing developed residential lots shall be encouraged consistent with adopted City standards.

I-A-8 Residential developments of ten or more units shall comply with the requirements of the City's Below-Market Rate (BMR) Housing Program.

I-A-9 Residential developments subject to requirements of the BMR Housing Program may be permitted to increase the total density, number of units and floor area of residential projects up to a maximum of 15 percent above that otherwise permitted by the applicable zoning. The increases in the total density, number of units and floor area shall be in compliance with the BMR Housing Program.

I-A-10 All utilities installed in conjunction with new residential development shall be placed underground.

I-A-11 No housing may be removed by new development without prior City approval, and replacement housing will be required for any housing removed.

## COMMERCIAL

**Goal I-B To strengthen Downtown as a vital and competitive shopping area while encouraging the preservation and enhancement of Downtown's historic atmosphere and character.**

**Policies**

I-B-1 The Downtown should include a complementary mix of stores and services in a quality design, adding natural amenities into the development pattern.

I-B-2 Parking which is sufficient to serve the retail needs of the Downtown area and which is attractively designed to encourage retail patronage shall be provided.

I-B-3 New development shall not reduce the number of existing parking spaces in the Assessment District, on P-zoned parcels, or on private property where parking is provided in lieu of Assessment District participation.

I-B-4 Uses and activities shall be encouraged which will strengthen and complement the relationship between the Transportation Center and the Downtown area and nearby El Camino Real corridor.

I-B-5 New development with offices as the sole use that is located outside of the boundary of the Downtown area along the south side of Menlo Avenue and the north side of Oak Grove Avenue shall not create a traffic impact that would exceed that of a housing project on the same site.

**Goal I-C To encourage creativity in development of the El Camino Real Corridor.**

**Policies**

I-C-1 New and upgraded retail development shall be encouraged along El Camino Real near Downtown, especially stores that will complement the retailing mix of Downtown. Adequate parking must be provided and the density, location, and site design must not aggravate traffic at congested intersections. The livability of adjacent residential areas east and west of El Camino Real and north and south of Downtown must be protected.

I-C-2 Small-scale offices shall be allowed along most of El Camino Real in a balanced pattern with residential or retail development.

**Goal I-D To encourage the rehabilitation and continued use of viable and appropriate neighborhood commercial uses or collections of stores servicing surrounding residential neighborhoods.**

**Policies**

I-D-1 Special attention should be given to strengthen the neighborhood shopping centers throughout the city. This can be done by continuing the existing policy of removing marginal uses or vacant commercially-zoned properties from the present commercial zoning and placing them in a residential land use category or rezoning to the P District.

I-D-2 Expansion of operations in neighborhood shopping centers shall be prohibited if they disrupt adjacent residential areas. Subject to obtaining a use permit or rezoning to a P district, development of additional parking may be permitted to alleviate parking problems on residential streets caused by existing businesses which lack the required number of parking spaces.

**Goal I-E To promote the development and retention of commercial uses which provide significant revenue to the City and/or goods or services needed by the community and which have low environmental and traffic impacts.**

**Policies**

I-E-1 All proposed commercial development shall be evaluated for its fiscal impact on the City as well as its potential to provide goods or services needed by the community.

I-E-2 Hotel uses may be considered at suitable locations within the commercial and industrial zoning districts of the city.

I-E-3 Retention and expansion of auto dealerships in the city shall be encouraged. Development of new auto dealerships or combined dealerships in an auto center shall be encouraged at suitable locations in the city.

I-E-4 Any new or expanded office use must include provisions for adequate off-street parking, mitigating traffic impacts, and developing effective alternatives to auto commuting, must adhere to acceptable architectural standards, and must protect adjacent residential uses from adverse impacts.

I-E-5 The City shall consider attaching performance standards to projects requiring conditional use permits.

I-E-6 Public-private cooperation in the provision of job training, child care, housing and transportation programs for Menlo Park residents shall be supported.

**INDUSTRIAL**

**Goal I-F To promote the retention, development, and expansion of industrial uses which provide significant revenue to the City, are well designed, and have low environmental and traffic impacts.**

**Policies**

I-F-1 Industrial development shall be allowed only in already established industrial areas and shall not encroach upon Bay wetlands.

I-F-2 Establishment and expansion of industrial uses that generate sales and use tax revenues to the City shall be encouraged.

I-F-3 Modifications in industrial operations required to keep firms competitive should be accommodated, so long as any negative impacts on the environment and adjacent areas are satisfactorily mitigated.

I-F-4 The City shall consider attaching performance standards to projects requiring conditional use permits.

I-F-5 Convenience stores and personal service uses may be permitted in industrial areas to minimize traffic impacts.

I-F-6 Public-private cooperation in the provision of job training, child care, housing and transportation programs for Menlo Park residents shall be supported.

I-F-7 All new industrial development shall be evaluated for its fiscal impact on the City.

## OPEN SPACE

**Goal I-G To promote the preservation of open-space lands for recreation, protection of natural resources, the production of managed resources, protection of health and safety, and/or the enhancement of scenic qualities.**

### Policies

I-G-1 The City shall develop and maintain a parks and recreation system that provides areas and facilities conveniently located and properly designed to serve the recreation needs of all Menlo Park residents.

I-G-2 The community should contain an ample supply of specialized open space in the form of squares, greens, and parks whose frequent use is encouraged through placement and design.

I-G-3 Public spaces should be designed to encourage the attention and presence of people at all hours of the day and appropriate hours of the night.

I-G-4 Dedication of land, or payment of fees in lieu thereof, for park and recreation purposes shall be required of all new residential development.

I-G-5 The City shall encourage the retention of at least 10 acres of open space on the St. Patrick's property through consideration of various alternatives to future development including rezoning consistent with existing uses, cluster development, acquisition of a permanent open space easement, and/or transfer of development rights.

I-G-6 The City shall encourage the retention of open space on large tracts of land through consideration of various alternatives to future development including rezoning consistent with existing uses, cluster development, acquisition of a permanent open space easement, and/or transfer of development rights.

I-G-7 Public access to the Bay for the scenic enjoyment of the open water, sloughs, and marshes shall be protected.

I-G-8 The Bay, its shoreline, San Francisquito Creek, and other wildlife habitat and ecologically fragile areas shall be maintained and preserved to the maximum extent possible. The City shall work in cooperation with other jurisdictions to implement this policy.

I-G-9 The salt ponds shall be allowed to continue in mineral production. In the event these uses are discontinued, these areas should be used for recreation and/or conservation uses.

I-G-10 Extensive landscaping should be included in public and private development, including greater landscaping in large parking areas. Where appropriate, the City shall encourage placement of a portion of the required parking in landscape reserve until such time as the parking is needed. Plant material selection and landscape and irrigation design shall adhere to the City's Water Efficient Landscaping Ordinance.

I-G-11 Well-designed pedestrian facilities should be included in areas of intensive pedestrian activity.

I-G-12 The maintenance of open space on Stanford lands within Menlo Park's unincorporated sphere of influence shall be encouraged.

I-G-13 Regional and sub-regional efforts to acquire, develop, and/or maintain appropriate open space and conservation lands shall be supported.

## PUBLIC AND QUASI-PUBLIC FACILITIES AND SERVICES

**Goal I-H To promote the development and maintenance of adequate public and quasi-public facilities and services to meet the needs of Menlo Park's residents, businesses, workers, and visitors.**

**Policies**

I-H-1 The community design should help conserve resources and minimize waste.

I-H-2 The use of water-conserving plumbing fixtures in all new public and private development shall be required.

I-H-3 Plant material selection and landscape and irrigation design for City parks and other public facilities and in private developments shall adhere to the City's Water Efficient Landscaping Ordinance.

I-H-4 The efforts of the Bay Area Water Users Association to secure adequate water supplies for the Peninsula shall be supported to the extent that these efforts are in conformance with other City policies.

I-H-5 New wells and reservoirs may be developed by the City to supplement existing water supplies for Menlo Park during emergency and drought periods. Other sources, such as interconnections and purchase agreements with water purveyors, shall be explored and developed.

I-H-6 The City shall work with other regional and subregional jurisdictions and agencies responsible for ground water extraction to attempt to develop a comprehensive underground water protection program which includes the monitoring of all wells in the basin to evaluate the long term effects of water extraction. In addition, the City shall consider instituting appropriate controls within Menlo Park on the installation of new wells and on the pumping from both existing and new wells so as to prevent: ground subsidence, further salinity intrusion into the shallow aquifers, particularly in the bayfront area, and contamination of the deeper aquifers that may result from changes in the ground water level.

I-H-7 The use of reclaimed water for landscaping and any other feasible uses shall be encouraged.

I-H-8 The expansion and improvement of sewage treatment facilities to meet the needs of Menlo Park and to meet regional water quality standards shall be supported to the extent that such expansion and improvement are in conformance with other City policies.

I-H-9 Urban development in areas with geological and earthquake hazards, flood hazards, and fire hazards shall be regulated in an attempt to prevent loss of life, injury, and property damage.

I-H-10 The City shall continue to participate in the National Flood Insurance Program. To this end, the City shall work to keep its regulations in full compliance with standards established by the Federal Emergency Management Agency.

I-H-11 Buildings, objects, and sites of historic and/or cultural significance should be preserved.

I-H-12 Street orientation, placement of buildings, and use of shading should contribute to the energy efficiency of the community.

## ANNEXATION AND INTERGOVERNMENTAL COORDINATION

**Goal I-I To promote the orderly development of Menlo Park and its surrounding area.**

Policies

I-I-1 The City shall cooperate with the appropriate agencies to help assure a coordinated land use pattern in Menlo Park and the surrounding area.

I-I-2 The regional land use planning structure should be integrated within a larger transportation network built around transit rather than freeways and the City shall influence transit development so that it coordinates with Menlo Park's land use planning structure.

I-I-3 A program should be developed in cooperation with interested neighborhood groups outlining under what conditions unincorporated lands within the City's sphere of influence may be annexed.

I-I-4 The City shall request San Mateo County to follow Menlo Park's General Plan policies and land use regulations in reviewing and approving new developments in unincorporated areas in Menlo Park's sphere of influence.

I-I-5 The City shall carefully monitor any significant development proposals which are outside of Menlo Park's jurisdiction, including any development proposals along the Sand Hill Road corridor which are within the jurisdiction of the City of Palo Alto, to evaluate their potential impacts on the City of Menlo Park. It shall be the policy of the City to oppose any such development proposal(s) unless the City Council makes findings that the benefits of such proposal(s) outweigh all of the impacts to the City of Menlo Park. The City Council shall consider holding an advisory election on any such development proposal(s).

## IMPLEMENTATION PROGRAMS

I-1 The City will amend its Zoning Ordinance to maintain consistency with the General Plan.

Responsibility:

City Council
Planning Commission
Planning Division

Time Frame: FY 94-95; on-going

I-2 The City shall develop, evaluate, and adopt an ordinance in cooperation with other jurisdictions and interested organizations to protect and preserve San Francisquito Creek, including consideration of land use regulations such as the requirement of use permits for structures or impervious surfaces within a specified distance of the top of the creek bank.

Responsibility:

City Council
Planning Commission
City Manager
Development Services Department

Time Frame: FY 94-95; 95-96

I-3 The City will develop and periodically update a five-year Capital Improvement Program. Such program shall include, among others, improvements for transportation, water supply, and drainage.

Responsibility:

City Council
Planning Commission (for General Plan consistency)
City Manager
City Department Heads

Time Frame: On-going

I-4 The City shall analyze the fiscal impacts of proposed developments to determine the financial feasibility of providing needed services.

Responsibility:

City Council
Planning Commission
Planning Division

Time Frame: On-going

I-5 The City shall prepare and adopt an economic vitality element to the General Plan that sets forth policies and programs to assure continued economic vitality for the city and adequate municipal revenues for City services. The development of the economic vitality policies and programs shall be a cooperative effort between the City and a task force reflecting a balance of business people and residents throughout the city.

Responsibility:

City Council
Planning Commission
City Manager
Finance Division
Planning Division

Time Frame: FY 94-95

1-6 The City shall develop and conduct a public participation charrette to evaluate and propose implementation of General Plan policies for the Central Business District and the El Camino Real corridor, especially encouraging housing and mixed use developments in those areas. The charrette shall evaluate what can be developed under existing land use designations as well as what would be possible with changes in land use designations and zoning, and shall evaluate the adoption of design criteria.

Responsibility:

City Council
Planning Commission
City Manager
Planning Division

Time Frame: FY 94-95; 95-96

# PART I

# SECTION II: CIRCULATION AND TRANSPORTATION

## GOALS AND POLICIES

### ROADWAY NETWORK

**Goal II-A To maintain a circulation system using the Roadway Classification System that will provide for the safe and efficient movement of people and goods throughout Menlo Park for residential and commercial purposes.**

**Policies**

II-A-1 Level of Service D (40 seconds average stopped delay per vehicle) or better shall be maintained at all City-controlled signalized intersections during peak hours, except at the intersection of Ravenswood Avenue and Middlefield Road and at intersections along Willow Road from Middlefield Road to US 101.

II-A-2 The City should attempt to achieve and maintain average travel speeds of 14 miles per hour (Level of Service D) or better on El Camino Real and other arterial roadways controlled by the State and at 46 miles per hour (Level of Service D) or better on US 101. The City shall work with Caltrans to achieve and maintain average travel speeds and intersection levels of service consistent with standards established by the San Mateo County Congestion Management Plan.

II-A-3 The City shall work with Caltrans to ensure that average stopped delay on local approaches to State-controlled signalized intersections does not exceed Level of Service E (60 seconds per vehicle).

II-A-4 New development shall be restricted or required to implement mitigation measures in order to maintain the levels of service and travel speeds specified in Policies II-A-1 through II-A-3.

II-A-5 The City shall employ appropriate modern technology traffic signal equipment with the objective of limiting average vehicle delay to Level of Service E (60 seconds average vehicle delay) on any approach to a City-controlled signalized intersection during peak hour periods and attempt to approach demand control during off-peak periods in conjunction with good fiscal planning.

II-A-6 The City shall work with Caltrans to ensure they use appropriate modern technology traffic signal equipment on State routes with the objective of limiting average vehicle delay to Level of Service E (60 seconds average vehicle delay) on all minor approach movements during peak hour periods and attempt to approach demand control during off-peak periods in conjunction with good fiscal planning.

II-A-7 All streets should operate consistent with the Roadway Classification System Guidelines in Part II of the *General Plan*. To protect local streets, the City shall develop and implement a Residential Traffic Management Program that defines a process to initiate and evaluate neighborhood traffic issues, identifies acceptable levels of traffic volumes, speed and diversion

and establishes a process whereby the City will use good faith efforts to implement all reasonable design and traffic management improvements to attain traffic volumes on local residential streets not to exceed 1,500 to 2,500 vehicles per day depending on the size and characteristics of the street. In order to determine priority of funding and urgency, the Residential Traffic Management Program shall include a point system that includes rating of streets based on such criteria as speed, volume, accidents, near-accidents, and pedestrian activities. Any proposed design or traffic management improvements should not divert a substantial volume of traffic to other Menlo Park streets of the same or lower classification. Any proposed design changes or traffic management improvements shall invite public input from all residents living on adjacent streets which might be affected by any traffic management improvements and/or design changes which could divert traffic onto their street.

II-A-8 New development shall be reviewed for its potential to generate significant traffic volumes on local streets in residential areas and shall be required to mitigate potential significant traffic problems.

II-A-9 The City shall establish, as a priority, the protection of local streets in residential areas from excessive speeding and excessive volumes of through traffic. For the purposes of this policy, 'through traffic' shall mean traffic having neither an origin nor a destination within the relevant neighborhood. Adequate capacity on arterial streets should be provided to encourage, to the extent possible, their use for Menlo Park residential traffic.

II-A-10 The City shall review all plan lines on City streets.

II-A-11 The City shall institute and maintain a congestion monitoring program for City and State facilities.

II-A-12 The City shall endeavor to provide for the safe, efficient, and equitable use of streets by pedestrians and bicyclists through good roadway design, maintenance, and effective traffic law enforcement.

II-A-13 The City shall work with adjacent jurisdictions to secure adequate funding for improvements and to develop methods to reduce traffic impacts on a regional and subregional basis.

II-A-14 The City staff shall work and consult actively with other agencies that have transportation impacts on the city of Menlo Park.

II-A-15 The City shall carefully review and evaluate any proposal by the City of Palo Alto and/or Stanford University to connect Sand Hill Road to El Camino Real to evaluate the potential impacts and benefits of such connection on the City of Menlo Park. Included in such evaluation shall be an alternative analysis of a Sand Hill Road/El Camino Real intersection with and without a connection to Alma Street in Palo Alto as well as an analysis of no direct connection to El Camino Real north of the Stanford Shopping Center. It shall be the policy of the City to oppose any specific Sand Hill Road connection proposal unless (a) the City Council makes findings that the benefits of such proposal(s) outweigh the impacts to the City of Menlo Park and the San Francisquito Creek and (b) Sand Hill Road between Arboretum and El Camino Real

remains a minimum distance of 100 feet from the San Francisquito Creek. The City Council shall consider holding an advisory election on any specific proposal to connect Sand Hill Road to El Camino Real.

II-A-16 The City shall work with appropriate agencies to improve the operation of the freeway and major arterials in the U.S.101/Bayshore corridor. The City opposes the use of Middlefield Road as an alternative route to relieve freeway congestion. The City supports the extension of the Bayfront Expressway as an appropriate method to provide alternative routes to the Bayshore Freeway. Adequate environmental protection for marsh and wetlands along the route should be provided.

II-A-17 The City shall work cooperatively with the County Congestion Management Agency on the implementation of the Countywide Congestion Management Program and Deficiency Plans. The City will not add any more City streets or intersections to the Countywide Congestion Management Program without a public vote.

II-A-18 The City shall conduct a thorough feasibility study of the grade separation projects included in the Measure A sales tax expenditure plan, including all impacts of such proposed projects and alternatives to the proposed projects, and shall support only those grade separations that provide sufficient traffic and rail service benefits to offset potential negative impacts to the community. The City shall evaluate all alternatives to any grade separations and shall attempt to gauge public opinion, possibly through an advisory election, before proceeding with a grade separation project. Any approval of a grade separation project shall include findings specifying why the alternatives are not suitable and the reasons for proceeding with the grade separation project.

II-A-19 It shall be the intent of the City to design traffic improvement projects to preserve and improve the aesthetics of the city.

## PUBLIC TRANSIT

**Goal II-B To promote the use of public transit.**

**Policies**

II-B-1 The City shall consider transit modes in the design of transportation improvements and the review and approval of development projects.

II-B-2 As many activities as possible should be located within easy walking distance of transit stops, and transit stops should be convenient and close to as many activities as possible.

II-B-3 The City shall promote improved public transit service and increased transit ridership, especially to office and industrial areas and schools.

II-B-4 The capacity and attractiveness of the commuter railroad service should be increased, and rights-of-ways for future transit service should be protected.

II-B-5 The City shall work with appropriate agencies to agree on long-term peninsula transit service that reflects Menlo Park's desires and is not disruptive to the city.

II-B-6 The City shall support extension of CalTrain to the Market Street area in San Francisco.

II-B-7 The City shall oppose termination in Menlo Park of any future extension of BART.

## TRANSPORTATION DEMAND MANAGEMENT

**Goal II-C To promote the use of alternatives to the single occupant automobile.**

**Policies**

II-C-1 The City shall work with all Menlo Park employers to encourage employees to use alternatives to the single occupant automobile in their commute to work.

II-C-2 The City shall provide information to existing and new Menlo Park employers to assist their employees in identifying potential carpools, transit alternatives and other commute alternatives.

II-C-3 The City will consider working with the school districts to encourage alternatives to single occupancy vehicle use, such as carpools and vanpools, for trips being generated by local schools.

II-C-4 The City shall coordinate its transportation demand management efforts with other agencies providing similar services within San Mateo County.

II-C-5 The City shall identify potential funding sources, including the Bay Area Air Quality Management District, to supplement City and private monies to support transportation demand management activities of the City and local employers.

II-C-6 The City shall, to the degree feasible, assist Menlo Park employers in meeting the Average Vehicle Ridership (AVR) targets established by the Bay Area Air Quality Management District.

II-C-7 Commuter shuttle service between the industrial work centers and the Downtown Transportation Center should be maintained and improved, within fiscal constraints. The City shall encourage SamTrans and other agencies to provide funding to support shuttle services.

## BICYCLES

**Goal II-D To promote the safe use of bicycles as a commute alternative and for recreation.**

**Policies**

II-D-1 The City shall endeavor to maintain or improve roadway maintenance through debris removal, intersection sight clearance and pavement quality on all streets and highways except those where bicycle access is prohibited.

II-D-2 The City shall, within available funding, work to complete a system of bikeways within Menlo Park.

II-D-3 The design of streets within Menlo Park shall consider the impact of street cross section, intersection geometrics and traffic control devices on bicyclists.

II-D-4 The City shall require new commercial and industrial development to provide secure bicycle storage facilities on-site.

II-D-5 The City shall encourage transit providers within San Mateo County to provide improved bicycle access to transit including secure storage at transit stations and on-board storage where feasible.

**PEDESTRIANS**

**Goal II-E To promote walking as an commute alternative and for short trips.**

**Policies**

II-E-1 The City shall require all new development to incorporate safe and attractive pedestrian facilities on-site.

II-E-2 The City shall endeavor to maintain safe sidewalks and walkways where existing within the public right of way.

II-E-3 Appropriate traffic control shall be provided for pedestrians at intersections.

II-E-4 The City shall incorporate appropriate pedestrian facilities, traffic control, and street lighting within street improvement projects to maintain or improve pedestrian safety.

II-E-5 The City shall support full pedestrian access across all legs of an intersection at all signalized intersections which are City-controlled and at the signalized intersections along El Camino Real.

II-E-6 The City shall prepare a safe school route program to enhance the safety of school children who walk to school.

**PARKING**

**Goal II-F To provide adequate parking in the Downtown area, especially for retail customers and CalTrain patrons.**

**Policies**

II-F-1 Adequate off-street parking should be required for all new development in the Downtown Area.

II-F-2 Short-term retail customer parking shall be first priority for the allocation of parking spaces in Downtown parking plazas. Long-term employee parking shall be located in such a manner that it does not create a shortage of customer parking adjacent to retail shops.

II-F-3 The City shall work with the Joint Powers Board to provide parking at the Downtown Transportation Center which is adequate and does not negatively impact nearby uses.

## IMPLEMENTATION PROGRAMS

II-1 The City shall develop and maintain a traffic data base that is consistent with the Countywide Congestion Management Plan and includes 24-hour machine counts, intersection turning movement counts, travel time/delay studies, and saturation flow rate measurements. Intersection level of service at the 25 key intersections analyzed as part of the 1994 General Plan Amendment shall be calculated every two years. Travel speed measurements for those street segments controlled by the State shall be collected every two years. Current data and levels of service, including comparisons with historical data and projected future conditions, shall be presented to the City Council. Based on a review of this information, the City Council may reduce allowable development, accelerate traffic improvements, or take other actions that will achieve or maintain acceptable levels of service at the intersections.

Responsibility:

City Council
City Transportation Manager
Police Department

Time Frame: FY 94-95; biennially thereafter

II-2 The City shall update the guidelines for the calculation of levels of service and preparation of traffic impact reports in Menlo Park. The guidelines shall reflect updated field measurements and future updates to the 1985 Highway Capacity Manual.

Responsibility:

City Council
City Transportation Manager

Time Frame: Periodically

II-3 The City shall develop, adopt, and periodically update a Capital Improvement Program for transportation projects, including alternative modes of transportation.

Responsibility:

City Council
Planning Commission (for General Plan consistency)
Bicycle Advisory Committee
City Transportation Manager

Time Frame: Annually

II-4 The City shall develop design guidelines for traffic improvement projects in order to preserve and improve the aesthetics of the city.

Responsibility:

City Council
City Manager
City Transportation Manager

Time Frame: FY 94-95

II-5 The City shall analyze the traffic impacts of the proposed Measure A grade separations to determine potential changes in traffic demand, diversion of traffic to or from other streets, access to businesses and residential neighborhoods, pedestrian accessibility, and traffic safety.

Responsibility:

City Council
Planning Division
City Transportation Manager

Time Frame: FY 94-95

II-6 The City shall establish a traffic impact mitigation fee (AB 1600) to be imposed on new and expanded development. The fee shall be reviewed and updated periodically as necessary to ensure that new development is paying its fair share of roadway improvement costs.

Responsibility:

City Council
Planning Division
City Transportation Manager

Time Frame: FY 94-95; on-going

II-7 The City shall require its employers with 100 or more employees to comply with Bay Area Air Quality Management District Regulation 13, Rule 1, and requirements adopted subsequently by the District.

Responsibility:

City Council
City Transportation Manager

Time Frame: On-going

II-8 The City shall biennially assess progress toward meeting the City's TSM goals and objectives through reporting procedures consistent with the Bay Area Air Quality Management District Regulation 13, Rule 1.

Responsibility:

City Council
City Transportation Manager

Time Frame: Biennially

II-9 The City shall develop and adopt a Residential Traffic Management Program that includes a point criteria to determine the extent of traffic problems on local residential streets and that provides a means of comparing the problems among other local residential streets, that includes, but is not limited to, traffic speeds, volumes, accidents, near-accidents, and pedestrian activities and includes a description of the methods to be used in conducting neighborhood traffic studies, a list of acceptable traffic control devices and geometric design features, and specification of the conditions under which these devices and geometric features will be used.

Responsibility:

City Council
Bicycle Advisory Committee
City Transportation Manager
Engineering Division

Time Frame: FY 94-95

II-10 The City shall conduct studies of traffic on local residential streets to determine actual traffic volumes and the percentage of through traffic, consistent with the Residential Traffic Management Program. Traffic volume studies should only be undertaken when it is deemed necessary by the City Manager or her/his designee.

Responsibility:

City Council
City Manager
City Transportation Manager

Time Frame: As approved by the City Council

II-11 The City shall develop a comprehensive safe school route program that documents current conditions, identifies design and standards deficiencies, and proposes an action plan detailing steps to implement the program.

Responsibility:

City Council
Bicycle Advisory Committee
City Manager
City Transportation Manager

Time Frame: FY 94-95

II-12 The City shall develop a comprehensive traffic signs and pavement marking program that documents current conditions, identifies design and standards deficiencies, and proposes an action plan detailing steps to implement the program.

Responsibility:

City Council
Transportation Commission
Bicycle Advisory Committee
City Transportation Manager

Time Frame: FY 94-95

II-13 The City shall review the potential bicycle-related improvements identified in the General Plan. Potential improvements in the General Plan or others identified by the City that are found to be feasible and desirable shall be incorporated into a Bicycle-Related Improvements Program.

Responsibility:

City Council
Bicycle Advisory Committee
City Transportation Manager

Time Frame: FY 94-95

# PART II

# LAND USE/CIRCULATION

# DIAGRAMS AND STANDARDS

# PART II

# LAND USE/CIRCULATION DIAGRAMS AND STANDARDS

Part II first describes the *General Plan Land Use Diagram* and the allowable uses and standards for each of the designations shown on the diagram. Second, it describes the street and highway classification system appearing on the *Circulation Plan Diagram.* Finally, it describes bikeway standards and proposed improvements.

## LAND USE DIAGRAM AND STANDARDS

The *Land Use Diagram* (inserted separately) depicts the land use pattern for future development in Menlo Park. The boundaries of the land use designations appearing on the *Land Use Diagram* are depicted generally. A parcel specific delineation and interpretation of these boundaries is contained in Menlo Park's Zoning Ordinance and Zoning Map.

The following sections describe the land use designations appearing on the *Land Use Diagram* and standards of building intensity and population density for the various land use designations.

Standards of building intensity for residential uses are expressed as intensity ranges, with the top of the range representing the maximum allowable number of dwelling units per net acre. For each residential designation there are one or more consistent zoning districts that more precisely specify maximum building intensity, including floor area limits or ratios, within the broader range set out in the General Plan. Maximum intensity and floor area standards may be exceeded by up to 15 percent in the case of a Below Market Rate density bonus. Maximum intensity standards may be exceeded with the development of a "secondary residential unit," pursuant to the requirements of State law.

Standards of population density for residential uses can be derived by multiplying the allowable dwelling units per net acre by the estimated average number of persons per household. In 1993, the California Department of Finance estimated average household size in Menlo Park at 2.36. It is assumed that average population per household in Menlo Park will not change significantly through the year 2010. Because the City cannot directly control the number of persons living in a household, these population density standards are intended for analytical purposes and are not to be used to limit residential density.

Standards of building intensity for non-residential uses are stated as maximum allowable floor area ratios. "Floor area ratio" (FAR) is defined as the ratio of the gross building square footage (excluding shafts, courts, covered parking, and other structured parking) on a lot to the net square footage of the lot. For example, on a site with 10,000 net square feet of land area, an FAR of 100 percent would allow 10,000 gross square feet of building floor area to be built. On the same site, an FAR of 50 percent would allow 5,000 gross square feet of building floor area. For non-residential designations, the Plan does not specify a day-time population density. For each non-residential designation there are one or more consistent zoning districts that more precisely specify maximum allowable building intensity within the broader intensity range set out in the General Plan.

Tables II-1, II-2, and II-3 show the zoning districts that implement the various residential, commercial, and industrial land use designations and more detailed building intensity standards.

## RESIDENTIAL DESIGNATIONS

### Very Low Density Residential

This designation provides for single family detached homes, secondary residential units, public and quasi-public uses, and similar compatible uses. Residential intensity shall be in the range of 0 to 3.5 units per net acre.

### Low Density Residential

This designation provides for single family detached homes, secondary residential units, public and quasi-public uses, and similar and compatible uses. Residential intensity shall be in the range of 3.6 to 5.0 units per net acre.

### Medium Density Residential

This designation provides for single family detached and attached homes, duplexes, multi-family units, garden apartments, condominiums, public and quasi-public uses, and similar and compatible uses. Residential senior rental shall be in the range of 5.1 to 18.5 units per net acre.

### High Density Residential

This designation provides for single family detached and attached homes, duplexes, multi-family units, garden apartments, condominiums, senior rental housing operated by a non-profit agency and designed to be occupied by persons age 60 and older, public and quasi-public uses, and similar and compatible uses. Residential intensity shall be in the range of 18.6 to 40.0 units per net acre, provided, however, that the residential intensity of senior rental housing may be in the range of 54 to 97 units per net acre.

## COMMERCIAL DESIGNATIONS

### Retail/Commercial

This designation provides for retail services, personal services, professional offices, banks, savings and loans, restaurants, cafes, theaters, social and fraternal clubs, residential uses, public and quasi-public uses, and similar and compatible uses. The maximum FAR for non-residential uses shall be in the range of 40 percent to 200 percent. Residential intensity shall not exceed 18.5 units per net acre.

### Professional and Administrative Offices

This designation provides for professional offices, executive, general, and administrative offices, research and development facilities, banks, savings and loans, convalescent homes, research and development facilities, residential uses, public and quasi-public uses, and similar and compatible uses. The maximum FAR for non-residential uses shall be in the range of 25 percent to 40 percent. Residential intensity shall not exceed 18.5 units per net acre.

### El Camino Real Professional/Retail Commercial

This designation provides for retail services, personal services, professional offices, executive, general and administrative offices, research and development facilities, banks, savings and loans, convalescent homes, restaurants, cafes, theaters, residential uses, public and quasi-public uses, and similar and compatible uses. The maximum FAR for non-residential uses shall be in the range of 40 percent to 75 percent. Residential intensity shall not exceed 18.5 units per net acre.

## INDUSTRIAL DESIGNATIONS

### Limited Industry

This designation provides for light manufacturing and assembly, distribution of manufactured products, research and development facilities, industrial supply, incidental warehousing, offices, limited retail sales (such as sales to serve businesses in the area), public and quasi-public uses, and similar and compatible uses. The maximum FAR shall be in the range of 45 percent to 55 percent.

## NON-URBAN DESIGNATIONS

### Marshes

This designation provides for the preservation and protection of wildlife habitat and ecological values associated with the marshlands bordering San Francisco Bay and similar and compatible uses. The maximum amount of development allowed under this designation shall be 5,000 square feet of building floor area per parcel.

### Salt Ponds

This designation provides for the commercial production of salt and other minerals on the lands bordering San Francisco Bay and similar and compatible uses. The maximum amount of development allowed under this designation shall be 5,000 square feet of building floor area per parcel.

### Preserve

This designation provides for the preservation and protection of wildlife habitat and ecological values associated with the foothill areas bordering I-280 and similar and compatible uses.

## PUBLIC AND QUASI-PUBLIC DESIGNATIONS

### Parks and Recreation

This designation provides for public and private golf courses, passive and active recreation uses, educational facilities, and similar and compatible uses. The letter "P" overlaid on this designation denotes a park. The maximum FAR shall be in the range of 2.5 percent to 30 percent.

### Landscaped Greenways, Buffers, and Parkways

This designation provides for public and private open space uses, linear buffers and parkways along roads, and similar and compatible uses.

### Public Facilities

This designation provides for public and quasi-public uses such as government offices, fire stations, schools, churches, hospitals, public utility facilities, airports, sewage treatment facilities, reservoirs, and similar and compatible uses. Many of the specific uses within this designation are denoted by symbols on the *Land Use Diagram*. The maximum FAR shall not exceed 30 percent generally, although specific zoning may allow for a higher FAR. The City recognizes that it does not have the authority to regulate development by Federal, State, or other governmental agencies, but the City will work cooperatively with these agencies in an effort to ensure their development is consistent with City goals, plans, and regulations and mitigates any impacts.

### Other

This designation is applied only to the Stanford Linear Accelerator Center.

**TABLE II-1**
**RESIDENTIAL USE INTENSITY[1]**

| Land Use Designation | Use Intensity (units per net acre) | Floor Area Limit/Ratio[2] | Applicable Zoning Districts[3] |
|---|---|---|---|
| **Very Low Density** | 0-3.5 | 2,800 sq. ft. +25% of lot area over 7,000 sq. ft. | R-E, R-E-S, R-1-S |
| **Low Density** | 3.6-5.0 | 2,800 sq. ft. +25% of lot area over 7,000 sq. ft. | R-1-U, R-1-S |
| **Medium Density** | 5.1-18.5 | 40-45% | R-2, R-3, R-3-A, R-3-C, R-C |
| **High Density** | 18.6-40.0[4] | 100%[4] | R-4, R-L-U[4] |

[1]Residential uses are also allowed in the Professional and Administrative Offices, the Retail/Commercial, and the El Camino Real Professional/Retail Commercial designations, subject to a maximum intensity limit of 18.5 units per net acre.

Mixed-use (residential and commercial) is subject to the following zoning ordinance limitations:

R-C zoning district: residential intensity up to 18.5 DU/net acre and FAR of up to 45%. In a mixed use project, the maximum total FAR is 45% for residential plus 40% for commercial for a total maximum 85% FAR.

C-3 zoning district: residential intensity up to 18.5 DU/net acre and FAR of up to 100%. Any FAR used for residential use would be subtracted from that otherwise allowed for commercial use.

C-4 El Camino Real zoning district: residential intensity up to 18.5 DU/net acre and FAR of up to 75%. Any FAR used for residential use would be subtracted from that otherwise allowed for commercial use.

[2]The BMR density bonus can result in the density, number of units, and floor area being increased up to a maximum of 15%. The floor area limit for lots under 5,000 square feet shall be determined by use permit.

[3]Residential uses are also allowed in the P-D zoning district. This district allows residential and other uses at a density or intensity that does not exceed the density or intensity allowed by the pre-existing zoning for the P-D-zoned property.

[4]The R-L-U zoning district allows senior rental housing with residential intensity of 54-97 DU/net acre and FAR of up to 150%. Any new R-L-U project will require a general plan amendment and rezoning.

**TABLE II-2**

**COMMERCIAL USE INTENSITY**

| Land Use Designation/Type | Use Intensity (Floor Area Ratio) | Applicable Zoning Districts[1] |
|---|---|---|
| **Retail/Commercial** | | |
| Neighborhood Shopping | 40% | C-2 |
| Neighborhood Shopping, Restrictive | 40% | C-2-A |
| Neighborhood Commercial, Restrictive | 40% without use permit or up to 50% with use permit | C-2-B |
| Central Commercial | 100% retail without use permit, and up to 100% more with use permit, but office use may not exceed 50% | C-3 |
| General Commercial | 40% | C-4 non-El Camino Real |
| **Professional and Administrative Offices** | | |
| Administrative and Professional Restrictive | 30% | C-1 |
| Administrative, Professional | 40% | C-1-A, R-C, R-3-C |
| Administrative, Professional, and Research Restrictive | 25% | C-1-C |
| **El Camino Real Professional/Retail Commercial** | | |
| General Commercial | 55% without use permit or up to 75% with use permit; provided office use may not exceed 40% and up to 100% for auto storage for auto retailers with a use permit | C-4 El Camino Real, P-D |
| Administrative and Professional | 40% | C-1-A, C-4 El Camino Real, P-D |

[1] Commercial uses are also allowed in the P-D zoning district. This district allows commercial and other uses at a density or intensity that does not exceed the density or intensity allowed by the pre-existing zoning for the P-D-zoned property.

**TABLE II-3**

**INDUSTRIAL USE INTENSITY**

| Land Use Designation/Type | Use Intensity (Floor Area Ratio) | Applicable Zoning Districts |
|---|---|---|
| **Limited Industrial** | | |
| Industrial | 55% | M-2 |
| Offices | 45% | M-2 |

# CIRCULATION PLAN DIAGRAM AND STANDARDS

The *Circulation Plan Diagram* (inserted separately) depicts the official Roadway Classification System for existing and proposed streets and highways in Menlo Park. The Roadway Classification System includes a hierarchy of streets, with each street classification reflecting a different trade-off between traffic flow and property access. Table II-4 presents Menlo Park's Roadway Classification System Guidelines.

**TABLE II-4**
**ROADWAY CLASSIFICATION SYSTEM GUIDELINES**

| | Primary Arterial | Minor Arterial | Collector | Local |
|---|---|---|---|---|
| **Trip Length** | long | moderate to long | under 1 mile | under 1/2 mile |
| **Traffic Volume** | high | moderate to high | moderate to light | light (2,500 vehicles per day) |
| **Service to Activity Center** | major generators and specialized land uses | major generators and communities | local areas and neighborhoods | individual sites |
| **System Continuity** | interconnects with higher system - intercommunity continuity | interconnects with higher systems - intercommunity continuity | interconnects with higher systems - intercommunity continuity | connects individual sites |
| **Speed** | -- | -- | -- | 85th percentile speed less than 30 miles per hour |

The following describes each roadway class and identifies the various roadways in Menlo Park designated within each class.

### Freeways/Expressways

Freeways/expressways are access-controlled or limited-access-controlled facilities that carry regional and/or sub-regional traffic. These facilities are typically multi-lane, divided, with interchanges or widely spaced intersections. Access to these facilities is usually only at grade-separated interchanges or at major intersections. These facilities are usually owned and operated by the State or by a regional or county agency.

| Freeways/Expressways | | |
|---|---|---|
| **Roadway** | **From** | **To** |
| US 101 | Marsh Road | Willow Road |
| I-280 | N. City Limit | S. City Limit |
| Bayfront Expressway | Marsh Road | University Avenue |

### Primary Arterial Streets

Primary Arterial Streets serve major centers of activity and high volume traffic corridors within the urbanized area, accommodate the longest trip desires (particularly through trips), and carry a high proportion of total area travel on a small percentage of total system mileage. The network formed by Primary Arterial Streets is integrated and internally interconnected and provides connections to outside areas.

| Primary Arterial Streets | | |
|---|---|---|
| **Roadway** | **From** | **To** |
| El Camino Real (SR 82) | N. City Limit | S. City Limit |
| Marsh Road | Bohannon Drive | Bayfront Expressway |
| Sand Hill Road | I-280 | Santa Cruz Avenue |
| University Avenue (SR 109) | City Limits | Bayfront Expressway |
| Willow Road (SR 114) | Bayshore Freeway | Bayfront Expressway |

### Minor Arterial Streets

Minor Arterial Streets interconnect with and augment the freeway and primary arterial street network. Minor Arterial Streets provide greater access to abutting property and carry more locally-oriented traffic than do the Primary Arterial Streets. Minor Arterial Streets serve traffic within a smaller geographic area, accommodate trip lengths of moderate length, and offer greater opportunities for property access. These streets usually bound neighborhoods and do not penetrate them.

| Minor Arterial Streets | | |
|---|---|---|
| **Roadway** | **From** | **To** |
| Alameda de las Pulgas | City Limit | Santa Cruz Avenue |
| Alpine Road | City Limit | Junipero Serra Boulevard |
| Junipero Serra Boulevard | Alpine Road | City Limit |
| Marsh Road | Bay Road | Bohannon Drive |
| Middlefield Road | N. City Limit | S. City Limit |
| Newbridge Street | Willow Road | S. City Limit |
| Ravenswood Avenue | El Camino Real | Middlefield Road |
| Sand Hill Road | Santa Cruz Avenue | E. City Limit |
| Santa Cruz Avenue | Alpine/Junipero Serra | El Camino Real |
| Valparaiso Avenue | City Limit | El Camino Real |
| Willow Road | Middlefield Road | Bayshore Freeway |

### Collector Streets

Short trips for property access and circulation are served by Collector Streets. As the name implies, Collector Streets "collect" traffic from local streets within residential, commercial and industrial areas and channel the traffic into the arterial system. Likewise, Collector Streets serve to distribute traffic through the area to its destination. These types of streets usually penetrate a neighborhood and are surrounded by local streets and lands uses. Collector Streets usually connect with other collector streets and with arterial streets.

| Collector Streets | | |
|---|---|---|
| **Roadway** | **From** | **To** |
| Alma Street | Willow Road | Oak Grove Avenue |
| Avy Road | Monte Rosa Drive | Santa Cruz Avenue |
| Bay Road | Willow Road | Marsh Road |
| Bohannon Drive | Marsh Road | Scott Drive |
| Chilco Street | Constitution Drive | Bayfront Expressway |
| Chrysler Drive | Constitution Drive | Bayfront Expressway |
| Constitution Drive | Chilco Street | Chrysler Drive |
| Crane Street | Oak Grove Avenue | Menlo Avenue |
| Encinal Avenue | Laurel Street | City Limit |
| Glenwood Avenue | El Camino Real | Laurel Street |
| Hamilton Avenue | Chilco Street | Willow Road |
| Haven Avenue | Marsh Road | City Limit |
| Laurel Street | Willow Road | Glenwood Avenue |
| Menlo Avenue | University Drive | El Camino Real |
| Middle Avenue | Olive Street | El Camino Real |
| Newbridge Street | Willow Road | Chilco Street |
| O'Brien Drive | Willow Road | University Avenue |
| Oak Grove Avenue | University Drive | Middlefield Road |
| Ringwood Avenue | Middlefield Road | City Limit |
| Scott Drive | Bohannon Drive | Marsh Road |
| Sharon Park Drive | Sand Hill Road | Monte Rosa Drive (east) |
| Sharon Road | Sharon Park Drive | Alameda de las Pulgas |
| University Drive | Middle Avenue | Valparaiso Avenue |
| Willow Road | Alma Street | Middlefield Road |

### Local Streets

Local Streets primarily provide direct access to abutting property, locations for easements, open space for light and air, and a firebreak between buildings. Local Streets carry traffic from the immediate land use, and as a result, typically serve relatively low volumes of short trips. Typical daily volumes on Local Streets should not exceed 2500 vehicles per day. All streets not otherwise classified are designated Local Streets.

## BICYCLE-RELATED IMPROVEMENTS AND STANDARDS

Pursuant to the Streets and Highway Code, Caltrans has established design criteria for three types of bikeways:

Class I Bikeway (Bike Path). Provides for bicycle travel on a right-of-way completely separated from any street or highway.

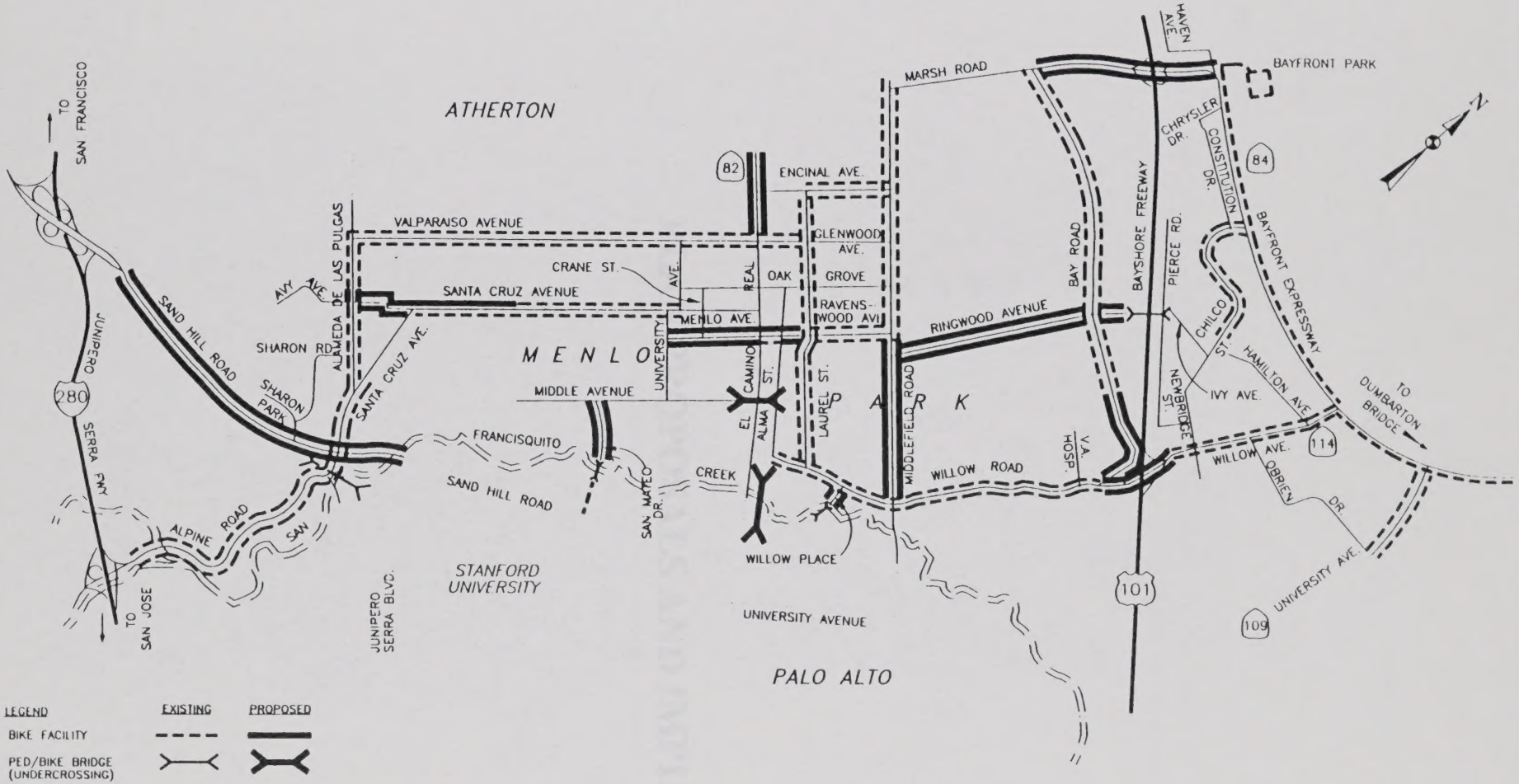
Class II Bikeway (Bike Lane). Provides a striped lane for one-way bicycle travel on a street or highway.

Class III Bikeway (Bike Route). Provides for shared bicycle use with pedestrian or motor vehicle traffic.

Application of the Caltrans guidelines must recognize the variety of bicyclists who use these facilities. Skill levels vary significantly from school children and recreational bicyclists to daily bicycle commuters. The selection and design of bikeways must seek to address the needs of all bicyclists.

### POTENTIAL BICYCLE-RELATED IMPROVEMENTS

The City of Menlo Park has established a Bicycle Advisory Committee to review development applications, street improvement projects, and City policies. Based on their review, the committee makes recommendations to the Transportation Manager, Planning Commission, and City Council regarding bicycle safety and operational issues. The *Potential Bicycle-Related Improvements Plan* describes bicycle-related improvements recommended by the Bicycle Advisory Committee (see Figure II-1). The feasibility of these improvements and a prioritized plan for implementation of feasible improvements will be developed consistent with Implementation Program II-13 of the General Plan.




* FEASIBILITY OF IMPROVEMENTS MUST BE EVALUATED CONSISTENT WITH IMPLEMENTATION PROGRAM II-13.
NOTE: CLASSIFICATION OF BIKE FACILITY TO BE DETERMINED DURING DESIGN WITH INPUT FROM THE BICYCLE ADVISORY COMMITTEE.

**FIGURE II-1**
**Potential Bicycle-Related Improvements Plan**

# PART III

# PLAN PROPOSALS AND IMPLICATIONS

# PART III

# PLAN PROPOSALS AND IMPLICATIONS

## LAND USE

### INTRODUCTION

This section describes the land use proposals reflected in the Land Use Plan (Land Use Diagram and Land Use Sections of Parts I and II of the Policy Document) and summarizes estimated development potential under the plan.

### SUMMARY OF LAND USE PROPOSALS

The following discussion provides an overview of the major features of the Land Use Plan and its implications.

#### Residential Land Use

The Land Use Plan generally provides for continuation of current residential patterns and densities. The remaining vacant residentially-designated land in Menlo Park is limited and will provide for modest growth in the city's housing stock. The Plan also provides for residential uses in the central commercial area and in the El Camino Real commercial area.

#### Commercial Land Use

The Land Use Plan provides for a broad range of commercial uses and some expansion of the city's existing commercial base, but limits the potential for intensification of commercial development to minimize traffic impacts. In Downtown, the plan emphasizes the historic character of the commercial district, promotes the continuing upgrading of the area, and emphasizes retail uses over office and personal service uses.

In the El Camino Real professional and commercial district, the Plan seeks to limit intensification while promoting the continued upgrading of the area and the evolution of the area from strip- commercial-style development to more compact urban/suburban-style development.

The plan provides for limited expansion of professional and administrative office developments in five general areas:

- Along Sand Hill Road
- In and around the city's Central Area
- Along El Camino Real
- Along Middlefield Road and portions of Willow Road
- Within industrial parks

### Industrial Land Use

The Land Use Plan provides for limited expansion of existing industrial uses and some development of new industrial uses in the city's industrial parks near the Dumbarton Bridge approaches and the Bayshore Freeway.

### Non-Urban Land Uses

The Land Use Plan provides for the continued protection and preservation of the city's baylands and natural areas under three designations: marshes, salt ponds, and preserve.

### Public and Quasi-Public Land Uses

The Land Use Plan provides for active and passive recreation and the preservation of landscaped greenways, buffers, and parkways. Public facilities are provided for under the "public facilities" designation.

## LAND USE DEVELOPMENT POTENTIAL ANALYSIS

The following analysis estimates development potential under full buildout of the Land Use Plan and estimates development through the year 2010. The estimates are based on information contained in *Land Use Intensity and Population Analysis for the Comprehensive General Plan Amendment (Working Paper No. 3)*, Martin Carpenter Associates, January 31, 1989, as updated by the City of Menlo Park Planning Division in *Addendum to Working Paper No. 3*, May 1994.

## RESIDENTIAL DEVELOPMENT

### Existing Development

Based on estimates made by the Menlo Park Planning Division, at the beginning of 1994 there were 12,229 dwelling units in incorporated Menlo Park and 1,831 dwelling units in Menlo Park's unincorporated Sphere of Influence, for a total of 14,060 dwelling units. Assuming a 2.61 percent vacancy rate, an average population per household of 2.36, and 1,075 persons in group quarters (all three figures from California Department of Finance 1993 estimates), this represents a population of 29,182 within incorporated Menlo Park and 33,391 within Menlo Park's Sphere of Influence.

### Full Buildout Potential

Based on General Plan land use descriptions, zoning designations and development standards, existing development, and known constraints, the Menlo Park Planning Division estimates there is a total residential development potential of 20,042 dwelling units in Menlo Park's Sphere of Influence.

### Development Projections Through 2010

The Menlo Park Planning Division estimates that by 2010, an additional net 1,119 dwelling units will be added to the existing stock of 14,060 within the Menlo Park Sphere of Influence, for a total of 15,179 units. Assuming a vacancy rate of 4.5 percent (ABAG's regional vacancy rate goal), 2.36 persons per household, and a group quarters population of 1,075 (these latter two figures from California Department of Finance estimates), this represents an estimated population of 35,285.

## COMMERCIAL AND INDUSTRIAL DEVELOPMENT

### Existing Development

Based on a number of sources, the Menlo Park Planning Division estimates that as of January 1, 1994, there were 12,588,574 square feet of commercial and industrial development in Menlo Park's Sphere of Influence. Using an assumed average of 500 square feet per employee (based on review of several local and regional sources), this represents 25,177 jobs.

### Full Buildout Potential

The Menlo Park Planning Division has estimated maximum theoretical commercial and industrial development potential by applying zoning floor area ratios to estimates of total square footage in each zoning category on a block by block basis. Adjustments to these calculations have been made based on approved master plans and zoning requirements. This methodology produces a theoretical maximum amount of development that could occur. One reason this number is a theoretical maximum is that many property owners would find no advantage in tearing down an existing building to construct a larger one, even though they could under existing zoning. Based on this methodology, it is estimated that a total theoretical maximum of 18,891,944 square feet of commercial and industrial uses (including 12,588,574 square feet of existing development and 6,303,370 square feet of additional theoretical development) could be ultimately developed in Menlo Park's Sphere of Influence under the General Plan.

### Development Projections Through 2010

The Menlo Park Planning Division estimates that by 2010 an additional 2,012,518 square feet of commercial and industrial development will be added to the 12,588,574 square feet of existing commercial and industrial development, for a total of 14,601,092 square feet. The approximately two million square feet of new commercial/industrial development projected to occur by 2010 includes about 130,000 square feet at USGS (which is not under City control), almost 200,000 square feet previously approved for Jefferson Drive, and over one million square feet at Sun Microsystems (under construction in 1994). Assuming 500 square feet of floor area per employee, this represents a total of 29,202 jobs.

TABLE III-1

SUMMARY OF
RESIDENTIAL, COMMERCIAL, AND INDUSTRIAL
DEVELOPMENT POTENTIAL

| | Incorporated Menlo Park | | Menlo Park Sphere of Influence Including Incorporated Menlo Park | | | |
|---|---|---|---|---|---|---|
| | Residential | | Residential | | Commercial/Industrial | |
| | Dwelling Units | Population | Dwelling Units | Population | Floor Area | Jobs[1] |
| **Existing** (1994) | 12,229 | 29,182[2] | 14,060 | 33,391[2] | 12,588,574 | 25,177 |
| **Buildout** | | | 20,042 | | 18,891,944 | |
| **2010 Projected** | | | 15,179 | 35,285[3] | 14,601,092 | 29,202 |

[1]Jobs calculated assuming 500 square feet per employee and no vacancy rate.

[2]Population calculated assuming a 2.61% residential vacancy rate, 2.36 persons per household, and 1,075 persons in group quarters (all three estimates from the California Department of Finance, 1993).

[3]Population calculated assuming a 4.5% residential vacancy rate (ABAG regional vacancy goal), 2.36 persons per household, and 1,075 persons in group quarters (latter two estimates from the California Department of Finance, 1993).

Source: *Working Paper No. 3*, Martin Carpenter Associates, January 31, 1989, as updated by the City of Menlo Park Planning Division in *Addendum to Work Paper No. 3*, May 1994.

# CIRCULATION AND TRANSPORTATION

## INTRODUCTION

Menlo Park's roadway network will be affected by traffic generated by new development within the city and traffic generated by development outside the city. In the first case, the traffic is associated with new projects developed in accordance with the Menlo Park General Plan. In the second case, the traffic is generated by identifiable projects in the area immediately surrounding the city, but also reflects general growth in regional traffic. The traffic analysis for the 1994 General Plan Amendment considers the cumulative effects of both components of traffic growth on Menlo Park's roadway network in 2010.

This section summarizes the analysis of the impact of estimated development by 2010 on Menlo Park's existing roadway network and identifies the traffic improvements necessary to achieve the service level standards specified in Part I of the *General Plan Policy Document* and to ensure correlation between the Circulation Plan and the Land Use Plan.

## TRAFFIC IMPACTS ON MENLO PARK'S ROADWAY NETWORK

As summarized in the previous section, it is estimated, based on the General Plan, that approximately 1,100 new residential units and over 2 million square feet of commercial and industrial development will be added to the Menlo Park Sphere of Influence by 2010.

### Growth in Daily Traffic

By 2010, development outside of Menlo Park will increase daily volumes on Menlo Park streets by about six percent, development within Menlo Park will increase daily volumes by 13 to 14 percent, for a total increase of 20 percent citywide.

Traffic volumes will not increase uniformly on all streets, of course. The following Menlo Park streets will be most affected by growth:

- Bayfront Expressway - The combined traffic generated outside and within Menlo Park will increase traffic on Bayfront Expressway by over 25 percent, 10 to 12 percent of which will be generated by Menlo Park development.

- El Camino Real - The combined growth within Menlo Park and in neighboring areas will increase daily traffic by up to 17 percent on El Camino Real.

- Marsh Road - While development outside of Menlo Park will have little impact on Marsh Road, Menlo Park development could add 12 to 13 percent to existing daily traffic.

- Middlefield Road - Menlo Park traffic will account for most of the growth in daily traffic on Middlefield Road by 2010. The combined development outside and within Menlo Park will increase daily traffic by as much as 38 percent between Marsh and Willow Roads.

- Ravenswood Avenue - Daily traffic on Ravenswood east of El Camino Real will increase by about 25 percent by 2010.

- Santa Cruz Avenue - Traffic on Santa Cruz Avenue will increase by over 15 percent by 2010. Most of this growth will be related to development within Menlo Park.

- Willow Road - Daily traffic on Willow Road east of US 101 will increase by between 17 and 20 percent. Most of this growth will be a direct result of development within Menlo Park. Similar growth is anticipated west of US 101 as a result of development within Menlo Park.

Growth in average daily traffic reflects increases in peak hour traffic. Peak hour congestion and increased peak hour and daily demand may prompt changes in peak period commute patterns, such as use of alternative modes of transportation or spreading the commute and other peak hour travel over a longer period.

**Level of Service Impacts**

A summary of the signalized intersection levels of service anticipated as a result of Menlo Park development and development outside of Menlo Park are summarized in Table III-2. The most significant changes in levels of service *without improvements* include:

- The AM peak hour level of service at the Alpine-Santa Cruz intersection with Junipero Serra would deteriorate from LOS B in 1994 to LOS E in 2010.

- The PM peak hour level of service at the intersection of the Bayfront Expressway with Marsh Road would deteriorate from LOS D in 1993 to LOS F in 2010.

- The PM peak hour level of service at the intersection of University Avenue with Bayfront Expressway would deteriorate from LOS E in 1993 to LOS F in 2010.

- The AM peak hour level of service at the Durham-VA Hospital intersection with Willow Road would deteriorate from LOS D in 1993 to LOS F in 2010.

- The AM peak hour level of service at the intersection of Willow Road and Bayfront Expressway would deteriorate from LOS B to LOS E and the PM peak hour level of service would deteriorate from LOS C to LOS F.

- The PM peak hour level of service at the intersection of Middlefield Road with Willow Road would deteriorate from LOS D in 1994 to LOS E by 2010.

- The AM peak hour level of service at the intersection of Willow Road with Newbridge would deteriorate from LOS C to LOS E and the PM peak hour level of service would deteriorate from LOS D to LOS F.

- The PM peak hour level of service at the Ravenswood intersection with El Camino Real would deteriorate from LOS D in 1993 to LOS F in 2010.

- The PM peak hour level of service at the Ravenswood intersection with Middlefield Road would deteriorate from LOS C in 1993 to LOS F in 2010.

Figure III-1 illustrates congested intersections and those intersections where demand would approach capacity (LOS D) *without improvements* by 2010 with anticipated development under the General Plan.

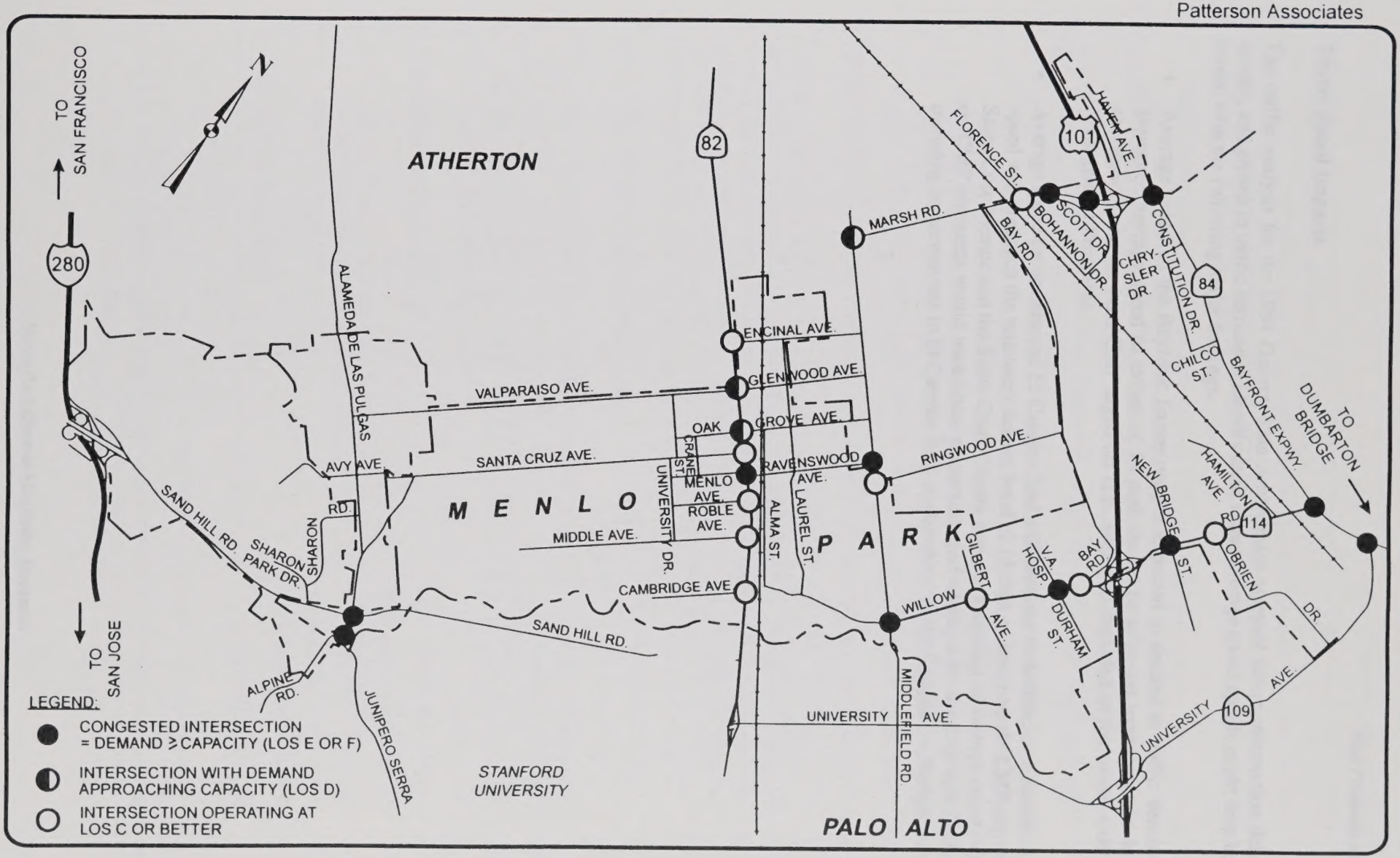



**FIGURE III-1**

**Project Condition Congested Locations**

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**Travel Speed Impacts**

The traffic analysis for the 1994 General Plan Amendment assessed future intersection delay, levels of service, and growth in traffic demand to identify areas where average travel speeds might drop below desired levels, with the following major findings:

- Average speed on the Bayfront Expressway is expected to decline as traffic demand increases. However, average speed in excess of 14 mph should be achieved over the entire length of this expressway and for both CMP segments (i.e., segments included in the countywide Congestion Management Program).

- Average speed on northbound El Camino Real will continue to decline. It is possible that average speed will approach the minimum desired level of 14 mph or lower on the CMP segment between Santa Cruz Avenue and the Santa Clara County line. Degredation of average speed below 14 mph on CMP segments would necessitate preparation and adoption by the City of a Deficiency Plan, including improvements to El Camino Real or elsewhere on the Congestion Management Network.

**TABLE III-2**
**PROJECTED (2010) PEAK HOUR LEVELS OF SERVICE***

| # | Intersection | AM Peak Hour | | PM Peak Hour | |
|---|---|---|---|---|---|
| | | Stopped Delay (seconds) | LOS | Stopped Delay (seconds) | LOS |
| 1 | Alpine-Santa Cruz @ Junipero Serra** | 55.4 | E | 39.3 | D |
| 2 | Bay @ Willow | 13.2 | B | 10.2 | B |
| 3 | Bayfront @ Marsh | 38.3 | D | >60.0 | F |
| 4 | Bayfront @ University | 48.9 | E | >60.0 | F |
| 5 | Bayfront @ Willow (SR 114)** | 44.0 | E | >60.0 | F |
| 6 | Bohannon-Florence @ Marsh | 13.1 | B | 23.2 | C |
| 7 | Cambridge @ El Camino Real (SR 82) | 10.8 | B | 13.4 | B |
| 8 | Durham-VA Hospital @ Willow | >60.0 | F | 19.5 | C |
| 9 | El Camino Real (SR 82) @ Encinal | 11.1 | B | 11.5 | B |
| 10 | El Camino (SR 82) @ Glenwood-Valparaiso** | 35.5 | D | 36.2 | D |
| 11 | El Camino (SR 82) @ Menlo-Ravenswood | 36.4 | D | >60.0 | F |
| 12 | El Camino Real (SR 82) @ Middle | 15.4 | C | 23.4 | C |
| 13 | El Camino Real (SR 82) @ Oak Grove | 32.9 | D | 34.4 | D |
| 14 | El Camino Real (SR 82) @ Roble | 11.6 | B | 11.0 | B |
| 15 | El Camino Real (SR 82) @ Santa Cruz | 15.6 | C | 20.6 | C |
| 16 | Gilbert @ Willow | 23.0 | C | 24.7 | C |
| 17 | Marsh @ U.S. 101 S/B Ramps | >60.0 | F | >60.0 | F |
| 18 | Marsh @ Middlefield | 23.8 | C | 40.0 | D |
| 19 | Marsh @ Scott | 16.2 | C | >60.0 | F |
| 20 | Middlefield @ Ravenswood** | 28.5 | D | >60.0 | F |
| 21 | Middlefield @ Ringwood-SRI | 14.3 | B | 14.4 | B |
| 22 | Middlefield @ Willow** | 34.6 | D | 53.0 | E |
| 23 | Newbridge @ Willow (SR 114)** | 44.0 | E | >60.0 | F |
| 24 | O'Brien @ Willow (SR 114) | 12.4 | B | 23.6 | C |
| 25 | Sand Hill @ Santa Cruz** | 33.4 | D | 47.9 | E |

Notes:
35.6/D Underlines denotes adjusted total cycle length.
LOS = Level of Service
*Includes development anticipated by 2010 within Menlo Park and neighboring jurisdictions (i.e., Palo Alto, EPA and Stanford); levels of service shown assume no traffic improvements.
**Input parameters were adjusted based on field measurement of delay.

### Intersection Approach Impacts

The following local approaches to State-controlled signalized intersections that were operating at LOS F in 1993/94 will continue to operate at LOS F in 2010:

- Eastbound Marsh Road at the southbound US 101 ramp intersection in the PM peak hour
- Westbound Ravenswood at El Camino Real in the PM peak hour
- Westbound Glenwood Avenue at El Camino Real in the PM peak hour

In addition, significant impacts to local approaches to State-controlled signalized intersections are anticipated by 2010 at the following intersections:

- Westbound Willow Road approach at Bayfront Expressway in the PM peak hour
- The southbound Marsh Road approach at the Bayfront Expressway intersection
- Both northbound and southbound Newbridge at Willow Road during both peak periods
- In addition to the westbound Ravenswood approach to El Camino Real, which operates at LOS F in 1993 during the PM peak hour, the eastbound approach will operate at LOS F

## IMPROVEMENTS REQUIRED TO MITIGATE IMPACTS OF FUTURE DEVELOPMENT

Policies and programs in Part I of the *General Plan Policy Document* include measures to ensure that traffic conditions do not deteriorate to unacceptable levels in Menlo Park. These policies set operational standards for local intersections and goals for State-operated facilities. The policies require new development to fund mitigation required to offset specific project impacts. The following sections describe both measures included within the General Plan as well as specific intersection improvements that will be required if anticipated development levels are to be achieved.

### Intersection Level of Service Mitigation

Part I of the *General Plan Policy Document* includes level of service standards that must be maintained at locally-controlled intersections and desired level of service and travel speed goals for State-controlled facilities within Menlo Park. It is anticipated that capital, demand management, or operational improvements will be required at the following intersections to maintain traffic conditions within the prescribed level of service standards and operational goals:

Locally-Controlled Intersections

- Alpine-Santa Cruz at Junipero Serra
- Middlefield Road at Ravenswood Avenue
- Sand Hill Road at Santa Cruz

State-Controlled Intersections

- Bayfront Expressway at Marsh Road
- Bayfront Expressway at University Avenue
- Bayfront Expressway at Willow Road
- El Camino Real at Menlo-Ravenswood
- El Camino Real at Valparaiso

- Marsh Road at US 101 southbound ramps
- Willow Road at Newbridge

The needed improvements may include, but are not limited to, a combination of the following types of transportation demand management (TDM), operational and capital improvements:

- Addition of through lanes
- Addition of turn lanes
- Optimization of traffic signal timing
- Modification of signal phasing
- Implementation of peak period turn restrictions
- Installation of appropriate modern control technologies
- Employer-based trip reduction strategies

The type and timing of specific improvements required to maintain acceptable operating conditions on locally- and State-controlled roadways in Menlo Park will vary depending upon the type, location, and intensity of development within Menlo Park and in neighboring communities. Policy II-A-11 and Implementation Program II-1 in Part I of the *General Plan Policy Document* require periodic monitoring of traffic demand so that conditions that may violate established level of service and travel speed policies are identified and necessary improvements can be defined and funded.

**Other Potential Transportation Improvements**

Railroad Grade Separation

The half-cent tax measure (Measure A) in San Mateo County includes funding for grade separations along the CalTrain alignment. All four crossings within Menlo Park are included within the Measure A Expenditure Plan. No decision has been made by the City Council, however, to pursue any of these grade separations.

Sand Hill Road Extension

Extension of Sand Hill Road from Arboretum to El Camino Real has been under consideration for many years. No decision has been made regarding the extension or its connection to El Camino Real. The extension is currently being studied by Stanford University. Since future forecasts of traffic conditions were unavailable in time for inclusion in the 1994 General Plan Amendment, the 1994 General Plan Amendment traffic analysis does not assume extension of Sand Hill Road.

Alpine Road/Sand Hill Road/Santa Cruz Avenue

Intersection improvements at these intersections have been proposed. Additional geometric and safety improvements may also be necessary to improve sight distance and the overall traffic flow in the area.

Willow Road West of US 101

A second through lane in each direction would be required on Willow Road to improve levels of service at the Durham and Gilbert intersections. With the proposed improvement, both intersections will operate at

LOS B during both peak periods. The City of Menlo Park, however, has established a policy not to widen Willow Road west of US 101. The level of service at this intersection, therefore, cannot be expected to meet the LOS standards included in Part I of the *General Plan Policy Document*.

# APPENDIX III-A

# LEVEL OF SERVICE DEFINITIONS

## LEVELS OF SERVICE DEFINITIONS FOR SIGNALIZED INTERSECTIONS

LOS A - Very low delay, less than 5.0 seconds per vehicle, average stopped delay. Extremely good progression with most vehicles arriving during the green phase. Short cycle lengths may also contribute to low delay.

LOS B - Delay in the range of 5.1 to 15.0 seconds per vehicle. Good progression and short cycle lengths. More vehicles stop than under LOS A conditions.

LOS C - Delay in the range of 15.1 to 25.0 seconds per vehicle. Progression is fair and cycle lengths are longer. The number of vehicles stopping is significant although many do not have to stop.

LOS D - Delay in the range of 25.1 to 40.0 seconds per vehicle. Unfavorable progression, long cycle lengths, and high volume-to-capacity ratios contribute to the conditions. The number of vehicles not having to stop declines.

LOS E - Delay in the range of 40.1 to 60.0 seconds per vehicle. Sixty seconds is considered the limit of acceptable delay. Poor progression, high v/c ratios, very long cycle lengths can all contribute to this condition.

LOS F - Delay in excess of 60.1 seconds per vehicle. Arrival flow rates exceed the capacity of the intersection with the same contribution factors as with LOS E. LOS F may occur with v/c ratios less than 1.00.

## LEVEL OF SERVICE DEFINITIONS FOR URBAN AND SUBURBAN ARTERIAL STREETS

LOS A - Free flowing operations with average travel speeds about 90 percent of the free flow speed. Vehicles are completely unimpeded in their ability to maneuver in the traffic stream.

LOS B - Average travel speed about 70 percent of the free flow speed and the ability to maneuver in the traffic stream is only slightly restricted. Drivers experience only slight tension.

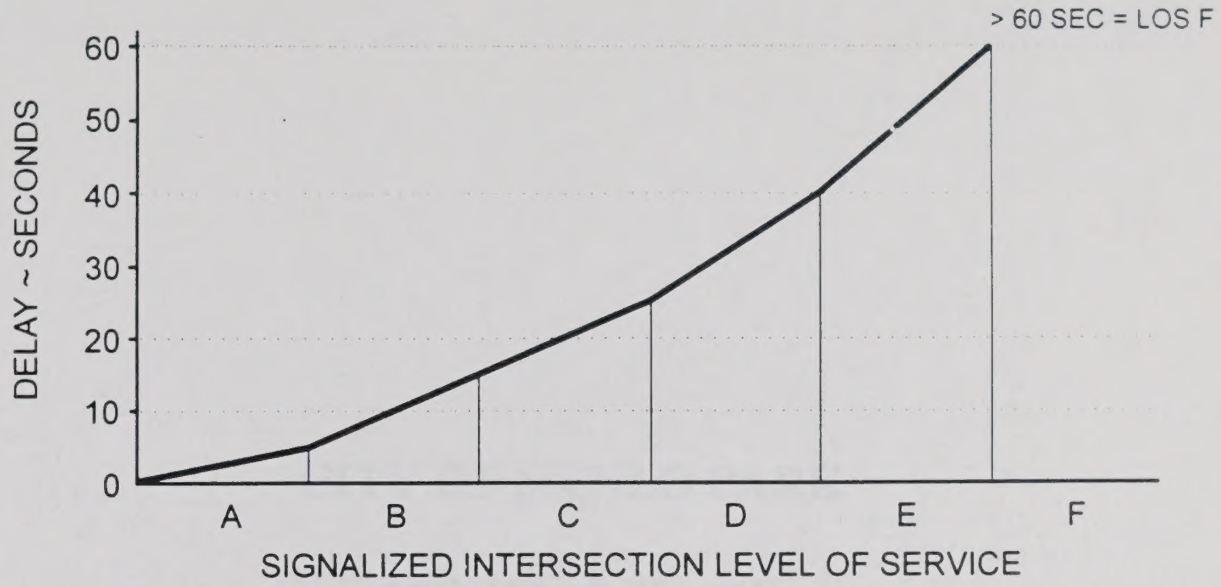
LOS C - Represents stable operations. Average travel speeds are about 50 percent of the free flow speeds. Ability to maneuver is more restricted and motorists experience considerable tension while driving.

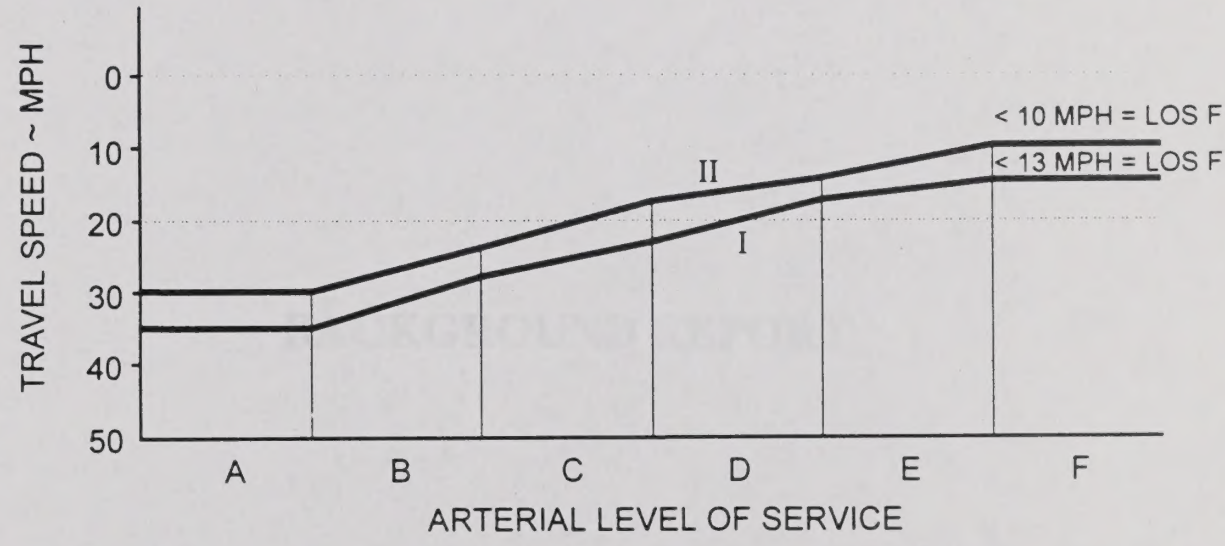
LOS D - Small changes in flow can cause substantial increases in delay. Average travel speeds are about 40 percent of free flow conditions.

LOS E - Long delays with average travel speed about one-third of free flow conditions. Causes are a combination of high volumes, long queues at intersections, inappropriate signal timing, etc.

LOS F - Average travel speeds less than one-third free flow speeds. Significant intersection congestion and very long delays. Adverse signal progression usually contributes to this condition.

Source: *1985 Highway Capacity Manual*




CLASS I ARTERIAL - PRINCIPAL ARTERIAL AND TYPICAL SUBURBAN DESIGN AND CONTROL WITH FREE FLOW SPEEDS OF 35 TO 45 MPH.

CLASS II ARTERIAL - MINOR ARTERIAL AND TYPICAL SUBURBAN DESIGN AND CONTROL; OR PRINCIPAL ARTERIAL AND INTERMEDIATE DESIGN WITH FREE FLOW SPEEDS OF 30 TO 35 MPH.

**FIGURE III-2**
**Levels of Service**

# CITY OF MENLO PARK

# GENERAL PLAN

# BACKGROUND REPORT

Adopted
November 30 and December 1, 1994

# CREDITS

## 1994 AMENDMENTS TO THE LAND USE AND CIRCULATION ELEMENTS

The 1994 amendments to the Land Use and Circulation Elements of the City of Menlo Park General Plan was a comprehensive and cooperative effort which took over six years to complete. Listed below are the members of the Planning Commission which recommended adoption of the General Plan to the City Council and the members of the City Council which adopted the General Plan.

## ADOPTING CITY COUNCIL

Robert E. McNamara, Mayor
Jack H. Morris
Gail L. Slocum
Calvin M. Jones
R.P. (Dee) Tolles

## RECOMMENDING PLANNING COMMISSION

Lorie Sinnott, Chairperson
Christine Larson
Curt L. Gordon
Mary Jo Borak
James Spencer
Harry A. Harrison
Eric Gilbertson

## CITY OF MENLO PARK STAFF

Key personnel responsible for the management, coordination, and preparation of the General Plan and Environmental Impact Report includes:

Don J. de la Peña, Director of Community Development
Arlinda A. Heineck, Chief Planner, Project Manager
Don Dey, Transportation Manager
William McClure, City Attorney

In addition to the key personnel, the Development Services Department provided assistance in the preparation of the documents. Assisting personnel includes:

Alberto Morales, Principal Planner
Ken Clark, Senior Planner
Rose Partolan, Technical Services Coordinator
Beverly Beasley, Administrative Secretary

## CONSULTANTS

J. Laurence Mintier & Associates was responsible for the preparation of the General Plan Policy Document and Background Report. Key personnel include:

Larry Mintier, Principal

Patterson Associates was responsible for the circulation and transportation analysis. Key personnel include:

Larry Patterson, Principal
Tony Mori, Senior Transportation Engineer
Kristiann Choy, Transportation Engineer

Ogden Environmental and Energy Services Company was responsible for the preparation of the Environmental Impact Report. Key personnel include:

Rod Jueng, Project Director
Lisa Gibson, Project Manager

# BACKGROUND REPORT

## TABLE OF CONTENTS


Page

**TABLE OF CONTENTS** ..... B-i

**LIST OF FIGURES** ..... B-ii

**INTRODUCTION** ..... B-1

**CHAPTER I - LAND USE** ..... B-I-1
- INTRODUCTION ..... B-I-1
- LOCATION AND SETTING ..... B-I-1
- EARLY HISTORY AND INCORPORATION ..... B-I-1
- HISTORY OF PLANNING IN MENLO PARK ..... B-I-2
- EXISTING LAND USE ..... B-I-3
- FLOODING ..... B-I-3
- BIBLIOGRAPHY ..... B-I-5

**CHAPTER II - CIRCULATION AND TRANSPORTATION** ..... B-II-1
- INTRODUCTION ..... B-II-1
- STREETS AND HIGHWAYS ..... B-II-1
- TRANSIT SERVICES ..... B-II-7
- TRANSPORTATION SYSTEMS MANAGEMENT ..... B-II-8
- DOWNTOWN PARKING ..... B-II-9
- NEIGHBORHOOD TRAFFIC CONTROVERSY ..... B-II-9
- BICYCLE NETWORK ..... B-II-9
- REGIONAL TRANSPORTATION ISSUES ..... B-II-10
- BIBLIOGRAPHY ..... B-II-15

**CHAPTER III - HOUSING** (Not Included)

**CHAPTER IV - DEMOGRAPHICS** ..... B-IV-1
- INTRODUCTION ..... B-IV-1
- POPULATION GROWTH ..... B-IV-1
- AGE-SEX CHARACTERISTICS ..... B-IV-2
- RACIAL CHARACTERISTICS ..... B-IV-3
- INCOME ..... B-IV-3
- EMPLOYMENT ..... B-IV-4
- BIBLIOGRAPHY ..... B-IV-7

**CHAPTER V - ECONOMIC CONDITIONS** (Not included)

# INTRODUCTION

This Background Report describes existing conditions and trends for all of the major issues addressed in the Menlo Park *General Plan Policy Document*. The document is organized into nine chapters covering groups of related issues: I - Land Use; II - Circulation and Transportation; III -Housing; IV - Demographics; V - Economic Conditions; VI - Public Facilities and Services; VII - Natural and Cultural Resources; VIII - Safety; and IX - Noise.

*Chapters V (Economic Conditions), VII (Natural and Cultural Resources), VIII (Safety), and IX (Noise) will be prepared and included in the Background Report when these elements are updated and adopted.]*

# CHAPTER I

# LAND USE

# CHAPTER I

# LAND USE

## INTRODUCTION

This chapter describes Menlo Park's location and setting, the history of its development and planning, and existing land use and development trends in Menlo Park's Sphere of Influence and Planning Area.

## LOCATION AND SETTING

The city of Menlo Park lies in the Mid-Peninsula region between San Francisco and San Jose. Located in the southern part of San Mateo County, it is bounded on the south by Palo Alto, Stanford University, and East Palo Alto, on the east by the San Francisco Bay, on the north by Atherton and Redwood City, and on the west by Ladera, Portola Valley, and Woodside. Figure I-1 shows Menlo Park's location in the San Francisco Bay Area.

Together with Palo Alto and Stanford, Menlo Park forms a subregional center for commerce, employment, education, and cultural activities. Many of the business operations in this subregion are regional, national, or international company centers. They focus primarily on research and development and specialized technical manufacturing processes.

The city of Menlo Park encompasses approximately 18 square miles, including nearly 12 square miles of the San Francisco Bay and wetlands. Because of the interrelationship of Menlo Park with the surrounding communities (in terms of traffic, housing, water supply, wastewater treatment, and natural resources), the City of Menlo Park has defined a Planning Area that extends beyond its current sphere of influence. This larger Planning Area includes the San Francisco Bay on the east to the ridge between Ladera and Portola Valley on the west, Palo Alto, Stanford University, and East Palo Alto on the south, and Redwood City and Atherton on the north. Figure I-2 shows Menlo Park's Planning Area, current Sphere of Influence, and current city limits.

## EARLY HISTORY AND INCORPORATION

Development of Menlo Park began with construction of homesites on a portion of the Rancho de las Pulgas in the early 1860s. The estate was named "Menlo Park," after the Irish hometown of the homesteaders. The railroad arrived in the 1870s and Menlo Park became an important stop. Near the western boundary of the city, at a base called Camp Fremont, 45,000 men once held artillery practice in rehearsal for World War I maneuvers.

The town of Menlo Park first incorporated in 1874. This incorporation included all the area east of El Camino Real extending out to the Bay, and from the county line defined by San Francisquito Creek on the south, including what is now the city of East Palo Alto, extending north to and taking in the present town of Atherton. The original incorporation was prompted by the need to provide for a program of street construction. Two years later, however, it was decided to disincorporate the city. In 1923, there was an effort to reincorporate Menlo Park with much the same boundaries as the earlier town, but the organization of the town of Atherton a short time earlier prevented inclusion of all the area desired, delaying the matter

for four years. Thus, in November 1927, the town of Menlo Park, with a much smaller area, incorporated for the second time. Since then, there have been numerous annexations of lands to the east and west.

## HISTORY OF PLANNING IN MENLO PARK

The City of Menlo Park has developed a reputation for its innovative and thoughtful planning. As early as 1952, Menlo Park adopted its first General Plan, or Master Plan as it was called then, and has continued to lead the ranks of progressive communities attempting to guide future development. The City's second General Plan, adopted in 1966, was prepared over a period of two years, with the assistance of a 100+ member citizens committee.

In 1972, the City Council decided that all commission, board and advisory committee members, together with the City Council, should form a special task force, called the General Plan Review Committee, to discuss the major issues confronting Menlo Park at that time. Over a period of a year, a dozen policy development conferences were held by the committee, and general goals and tentative policy agreements were reached. Informational neighborhood meetings were held throughout the city in the spring of 1973. In 1974, after lengthy Planning Commission and City Council hearings and review, the Comprehensive Plan, Towards 2000, was adopted as the City's third plan, and served as the principal planning policy until the mid-1980s.

During the 1970s, under new state mandates, the City also adopted an Open Space and Conservation Element (1973), Seismic Safety and Safety Element (1976), and Noise Element (1978).

In 1981, the City of Menlo Park adopted a redevelopment plan, formally known as the Las Pulgas Community Project Area Plan, for the area shown in Figure I-3.

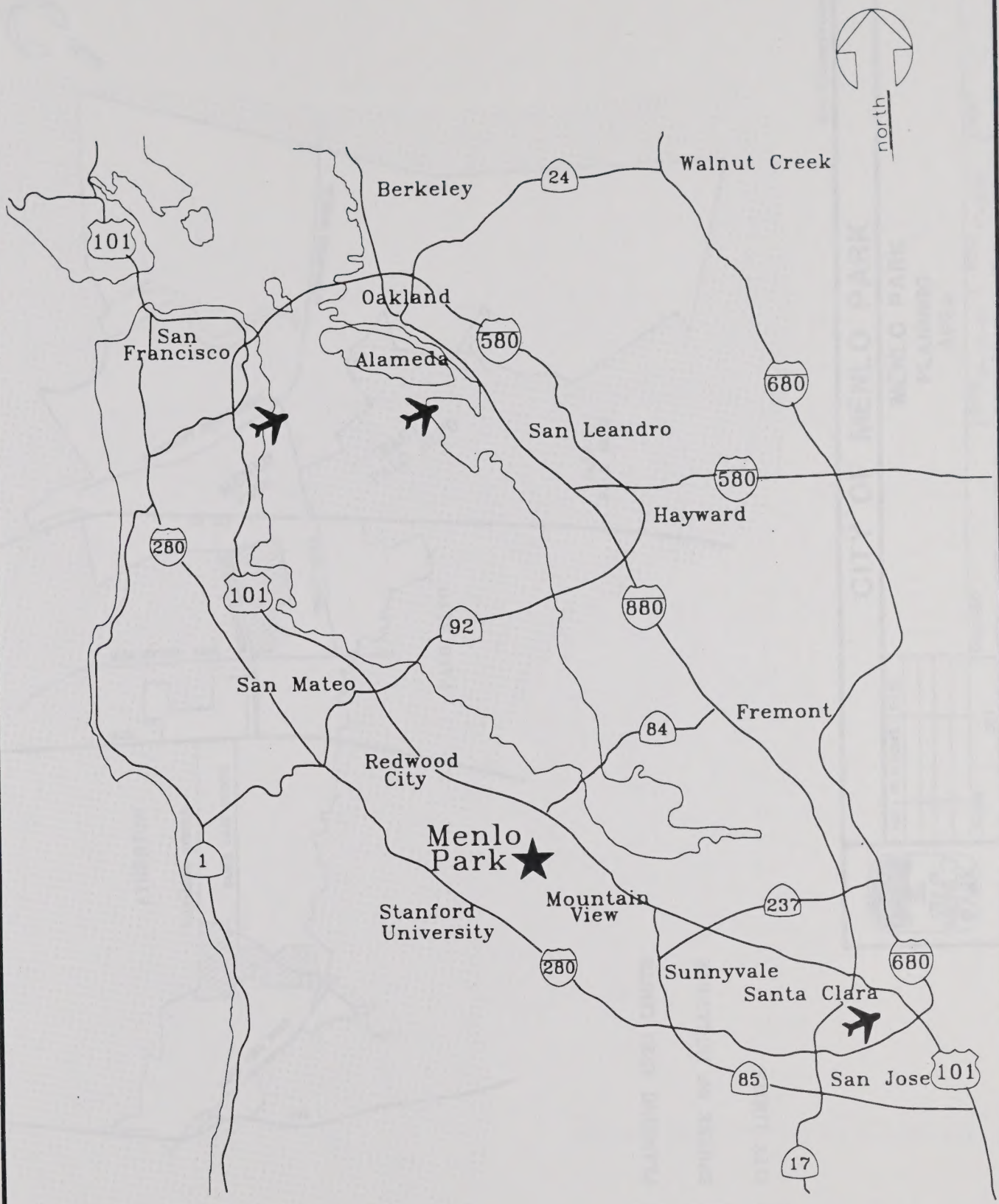
In 1984, it was felt that it was once again time for a review of the Comprehensive Plan. An ad hoc committee comprised of several Planning Commission and City Council members was formed to recommend the scope of work necessary to update the 1974 Comprehensive Plan. After extensive review, the City Council determined that most areas of the current plan were still valid and reflected appropriate public policy. But three elements of the plan needed further review--Land Use, Circulation, and Housing. Public forums were held in the spring of 1984 on each of these elements to solicit public input. After much discussion and numerous public hearings, the City adopted the 1986 Comprehensive Plan as its fourth generation Comprehensive Plan.

In 1985, and again in 1992, the City adopted updated versions of its Housing Element.

The City of Menlo Park originally initiated the current General Plan Amendment in 1988 in order to incorporate building intensity standards into the General Plan and to use those standards as the basis for a detailed traffic analysis to ensure correlation between the Land Use and Circulation Elements. A Draft General Plan Amendment containing the Land Use and Circulation Elements and a Draft Environmental Impact Report (EIR) were released for public review in June 1989.

The Draft Amendment and Draft EIR were reviewed by the Planning Commission at a number of public meetings. During this public review period, the Draft Amendment and Draft EIR were substantially revised. Subsequent to the Planning Commission meetings, revised draft documents were released for public review in September 1989. A Final EIR was prepared in November 1989.

Public testimony before the Planning Commission in December 1989 and early 1990 revealed significant concerns regarding specific policies contained in the Draft Amendment. As a result, the City halted the




# CITY OF MENLO PARK ENGINEERING DIVISION

| NO. | REVISIONS | DATE |
|---|---|---|
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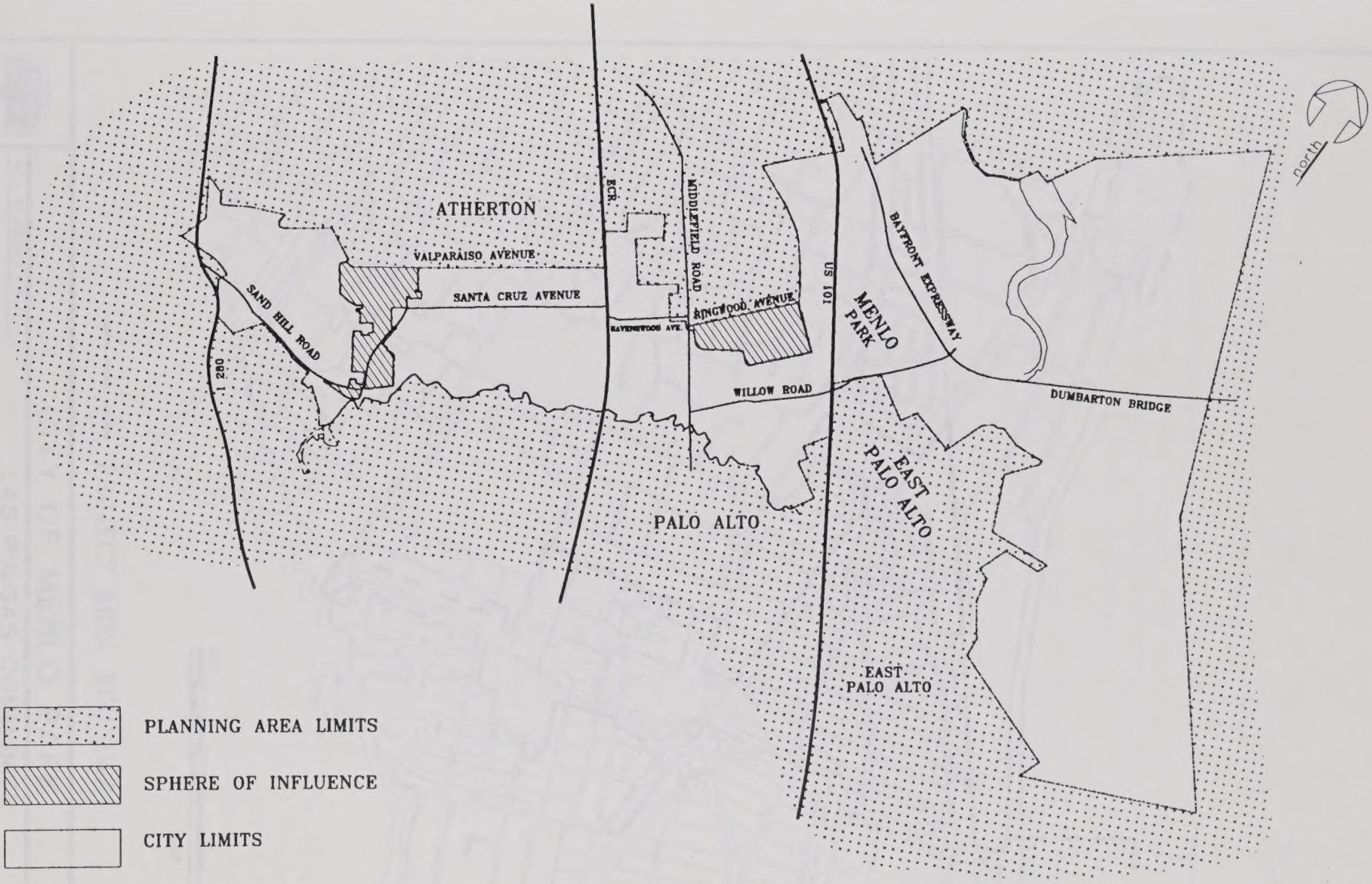
## MENLO PARK
## LOCATION MAP

| DRAWN | CHECKED | DATE | SCALE | SHEET | FILE |
|---|---|---|---|---|---|
| JC | | 5-13-98 | NTS | 1 | MLLOCAMAP |




ACAD FILENAME:PLANNING

# CITY OF MENLO PARK

| NO. | REVISIONS | DATE |
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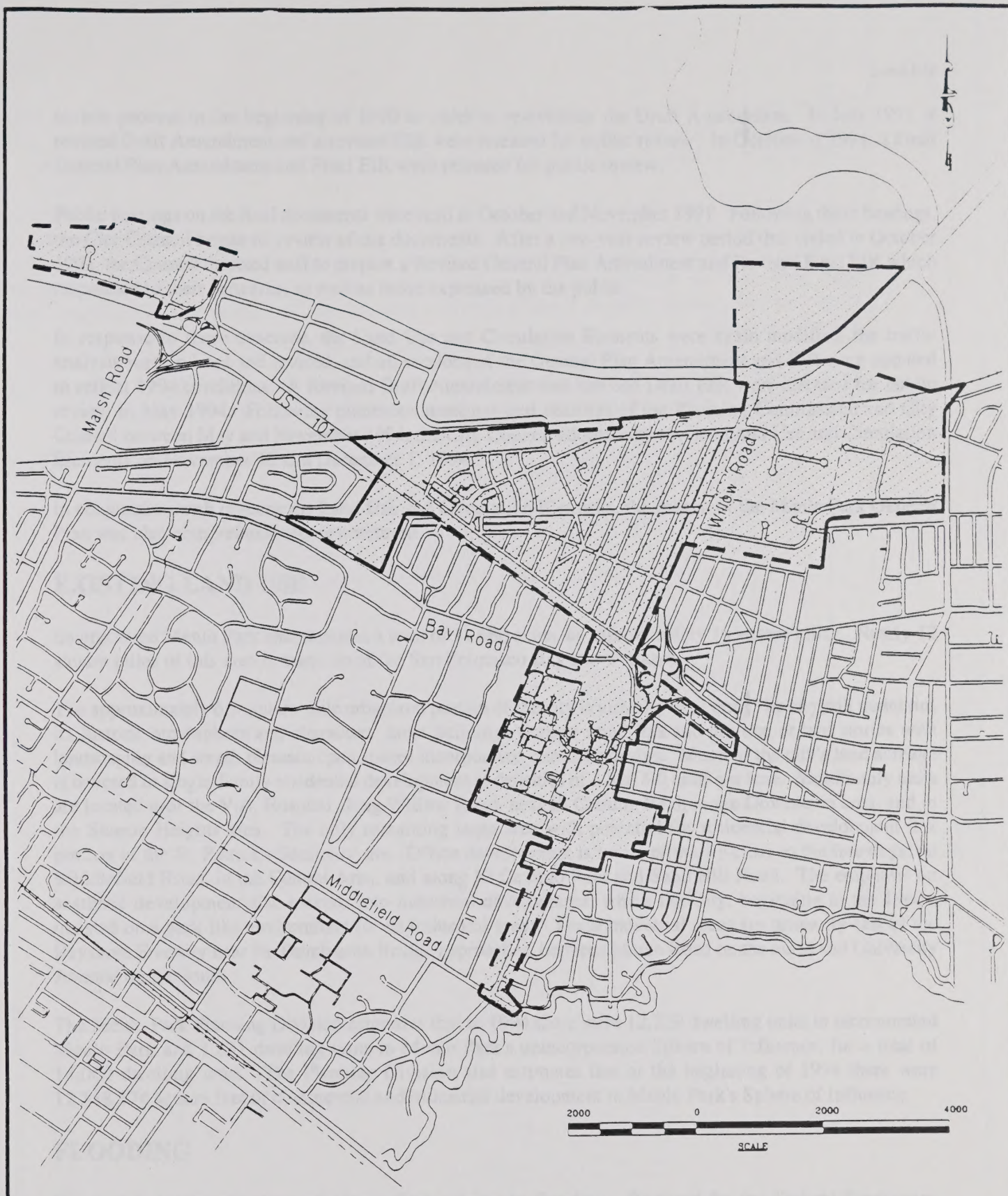
## MENLO PARK PLANNING AREA

| DRAWN | CHECKED | DATE | SCALE | SHEET |
|---|---|---|---|---|
| QBT | | 06-01-95 | 1"=6000' | |




ACAD FILENAME LP1

# CITY OF MENLO PARK

| NO. | REVISIONS | DATE |
|---|---|---|
| | | |

## LAS PULGAS COMMUNITY
## PROJECT AREA

**FIGURE I-3**

| DRAWN | CHECKED | DATE | SCALE | SHEET |
|---|---|---|---|---|
| QBT | | 05-31-95 | AS SHOWN | |

review process in the beginning of 1990 in order to re-evaluate the Draft Amendment. In July 1991, a revised Draft Amendment and a revised EIR were released for public review. In October of 1991, a Final General Plan Amendment and Final EIR were released for public review.

Public hearings on the final documents were held in October and November 1991. Following these hearings, the City Council began its review of the documents. After a two-year review period that ended in October 1993, the Council directed staff to prepare a Revised General Plan Amendment and Revised Final EIR which responded to their concerns, as well as those expressed by the public.

In response to these concerns, the Land Use and Circulation Elements were again modified, the traffic analysis was updated and revised, and all sections of the General Plan Amendment and EIR were updated to reflect 1994 conditions. A Revised Draft Amendment and Revised Draft EIR were released for public review in May 1994. Following numerous meetings and hearings of the Planning Commission and City Council between May and November 1994, the City Council adopted the revised Land Use and Circulation Elements on November 30 and December 1, 1994.

In conjunction with revising the Land Use and Circulation Elements, the format of the Menlo Park General Plan was also comprehensively restructured.

## EXISTING LAND USE

Incorporated Menlo Park encompasses a total of 11,680 acres, or approximately 18 square miles. Nearly 12 square miles of this area is made up of the San Francisco Bay and wetlands.

The approximately 6.5-square-mile urbanized portion of the city is virtually built out. The city still maintains its historic atmosphere and character: most buildings occupy small lots and are one or two stories with landscaping and small, pleasant open spaces incorporated into their design. Much of the city's land acreage is devoted to single-family residential development at densities of 3.5 to 5.0 units per acre. Multifamily units are located near the V.A. Hospital along Willow Road, near El Camino Real, in the Downtown area, and in the Sharon Heights area. The only remaining large area with potential for residential development is a portion of the St. Patrick's Seminary site. Office development is found primarily close to the freeways, on Middlefield Road, in the Central Area, and along El Camino Real and Sand Hill Road. The emphasis on aesthetic development also extends into industrial development, where the City, beginning in the 1960s, insisted on a park-like environment for its industrial areas. These industrial areas are primarily east of the Bayshore Freeway near the Dumbarton Bridge approaches, between Marsh Road on the north and University Avenue on the south.

The Menlo Park Planning Division estimates that in 1994 there were 12,229 dwelling units in incorporated Menlo Park and 1,831 dwelling units in Menlo Park's unincorporated Sphere of Influence, for a total of 14,060 dwelling units. The Planning Division also estimates that at the beginning of 1994 there were 12,588,574 square feet of commercial and industrial development in Menlo Park's Sphere of Influence.

## FLOODING

Figure I-4 depicts the areas of Menlo Park subject to flooding. Prepared by the Federal Emergency Management Agency for implementation of the Federal Flood Insurance Program, the map delineates the limits of those areas affected by 500 and 100-year floods and classifies the areas into zones for flood insurance purposes. The map rates the most heavily affected zones as A-1. In these areas, flood insurance is required. Zone A-1 covers the easterly-most portions of the city. It includes the industrial areas between

Willow Road and University Avenue up to the westerly boundaries of the Lincoln Business Center and Menlo Business Park; portions of the Belle Haven community up to approximately Ivy Drive; portions of the Bohannon Industrial Park east of the Bayshore Freeway; and the Haven Avenue industrial area.

Zone B includes areas that are less susceptible to flooding (i.e., where flooding to a maximum of one foot in depth could occur). Flood insurance is optional in these areas. Zone B includes the portion of the Bohannon Industrial Park west of the Bayshore Freeway and portions of the residential neighborhood to the west; portions of the Willows neighborhood from Menalto Avenue to Willow Road and north of Willow Road to include portions of the St. Patrick's Seminary property; and the Kavanugh Industrial Park east of the Bayshore Freeway.

The areas only minimally affected by flooding are rated C. In these areas no insurance is required. Zone C includes portions of the city between Ivy Drive in the east to El Camino Real in the west.

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

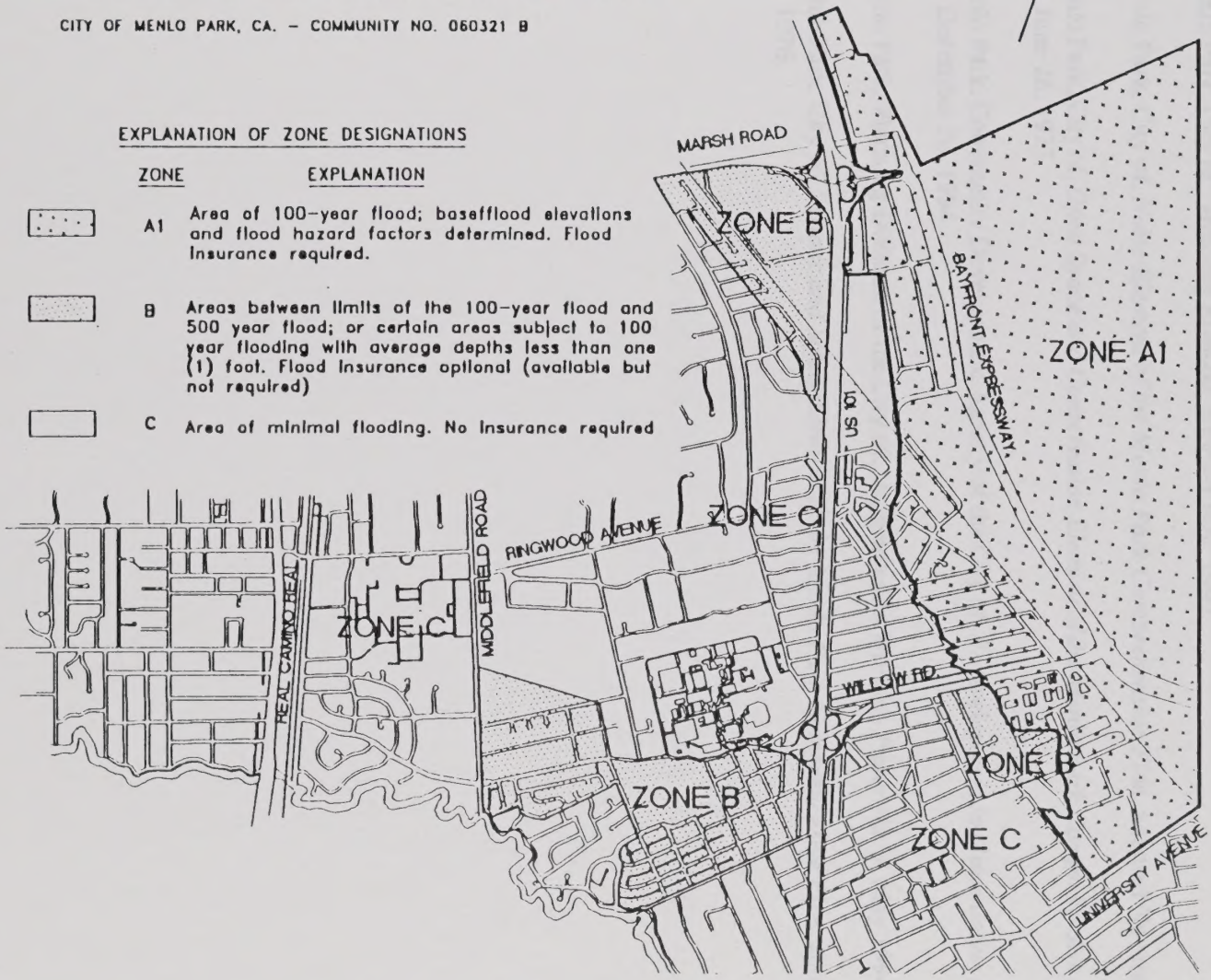
FEDERAL INSURANCE ADMINISTRATION

# FLOOD INSURANCE RATE MAP

CITY OF MENLO PARK, CA. – COMMUNITY NO. 060321 B

EXPLANATION OF ZONE DESIGNATIONS

| ZONE | EXPLANATION |
|---|---|
| A1 | Area of 100-year flood; baseflood elevations and flood hazard factors determined. Flood insurance required. |
| B | Areas between limits of the 100-year flood and 500 year flood; or certain areas subject to 100 year flooding with average depths less than one (1) foot. Flood insurance optional (available but not required) |
| C | Area of minimal flooding. No insurance required |

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CITY OF MENLO PARK

FLOOD HAZARD MAP

FIGURE I-4

| DRAWN | DATE | SCALE |
|---|---|---|
| OBT | 05-31-95 | 1" = 3000' |

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# CHAPTER II

# CIRCULATION AND TRANSPORTATION

# CHAPTER II

# CIRCULATION AND TRANSPORTATION

## INTRODUCTION

A city is both defined and constrained by the network of transportation facilities and services that permit the movement of its residents, visitors, and goods through and within the city. This chapter discusses the various elements of Menlo Park's transportation system, including streets and highways, transit facilities, rail facilities, bus service, and bikeways. It also discusses other key transportation issues such as transportation system management, neighborhood traffic, and regional transportation issues.

## STREETS AND HIGHWAYS

### HISTORICAL DEVELOPMENT OF MENLO PARK'S STREET SYSTEM

Menlo Park originally developed as a group of country estates and summer homes for affluent families from San Francisco. Many of the major streets that exist today were established during the period between 1860 and 1900. During World War I, Camp Fremont was established in the area between El Camino Real and the Alameda de las Pulgas. The major street system in this section was established by Camp Fremont, and is still evident in today's street pattern. Development occurred very slowly from 1920 to 1945. After World War II, development of the city rapidly increased as large parcels, including the large country estates, were subdivided and the existing local streets were added to the major street framework previously established. This rapid expansion occurred between 1945 and 1970 and included annexation of large new areas to the city as they were developed. Examples are the Sharon Heights residential area and the Bohannon Industrial Park. The only additions to the street system since 1970 have been a few local streets to serve new subdivisions.

In 1960, the State Division of Highways proposed a freeway from the Dumbarton Bridge to the proposed Interstate 280 freeway. This was vigorously opposed by the City of Menlo Park and the State shelved the proposal. In 1969-70, at the request of Menlo Park, Stanford and Palo Alto officials, the State proposed a Willow Expressway along the existing Willow Road connecting to Sand Hill Road and Interstate 280. This proposal was debated by opposing groups of citizens for several months when the City Council of Menlo Park decided to hold a special election and allow the citizens to decide the issue. The voters of Menlo Park defeated the Willow Expressway proposal by a 2 to 1 margin in the 1971 election.

### DESCRIPTION OF MENLO PARK'S EXISTING STREET AND HIGHWAY SYSTEM

A hierarchy of streets defines the intended function of streets within Menlo Park. Street classifications within the hierarchy include: freeway/expressways, primary arterials, minor arterials, collector streets and local streets. The characteristics of each facility type are described in Part II, *Land Use/Circulation Diagrams and Standards,* of the *Policy Document.* Clearly, freeways, expressways, and primary arterials are expected to carry higher volumes of traffic than collector streets. Local streets are expected to serve only residential and other uses within the immediate area.

Figure II-1 shows Menlo Park's existing circulation system.

## Regional Transportation System

Freeways, expressways and state highways in Menlo Park fall under the jurisdiction of the California Department of Transportation (Caltrans). Accordingly, the geometries and cross-section design of these roadways are determined by Caltrans, not by the communities through which they pass. Caltrans also controls signal operations and phasing on state highways such as El Camino Real.

The Bayshore Freeway (US 101) is located on the east side of Menlo Park. The Bayshore Freeway is a major north-south link between San Francisco and San Jose. The Junipero Sierra Freeway (Interstate 280), also a major north-south link between San Francisco and San Jose, skirts the western limits of Menlo Park in the hills, and is a state-designated scenic route.

The Bayfront Expressway (State Route 84) is the primary access road to the Dumbarton Bridge which is a major east-west trans-bay link between the East Bay and the San Francisco Peninsula. Located adjacent to the baylands, the expressway connects Marsh Road, Willow Road, University Avenue and other streets with the bridge. Caltrans and the San Mateo County Transportation Authority plan to extend the Bayfront Expressway north from Marsh Road to Woodside Road in Redwood City. If feasible, this extension is anticipated by 2015. Widening of Bayfront Expressway to six lanes from Marsh Road to University Avenue is being funded through toll collection funds.

El Camino Real (State Route 82) runs north-south through the center of Menlo Park. The highway functions as an intercity traffic route with adjacent commercial uses. The Caltrans Concept Report for El Camino Real calls for the current four- to six-lane facility in San Mateo County to be maintained.

Willow Road from US 101 to the Bayfront Expressway is a state highway, designated State Route 114. This route passes through the residential Belle Haven community and the industrial parks to the southeast. The highway is a controlled-access facility with limited points of access to intersecting streets and adjacent properties.

A small section of University Avenue (State Route 109) is located within Menlo Park between the East Palo Alto city limits and the Bayfront Expressway. This section passes through the baylands and is a primary access to the Bayfront Expressway and Dumbarton Bridge.

## City Street System

Local traffic circulation within Menlo Park is influenced heavily by topographic features and regional rail and freeway facilities. As illustrated in Figure II-1, the local circulation pattern within Menlo Park can be characterized as a discontinuous grid street pattern.

There are only three north-south arterial street crossings of San Francisquito Creek within Menlo Park (Junipero Serra, El Camino Real, Middlefield Road). Similarly, the CalTrain rail alignment, US 101 and the Southern Pacific Dumbarton Spur limit east-west travel. There are only four roadway crossings of the CalTrain rail alignment within Menlo Park (Ravenswood, Oak Grove, Glenwood, and Encinal), all of which are at grade. Required gate closures during train crossings restrict east-west access. This is particularly evident during peak travel periods. CalTrain headways result in seven train crossings providing local service and up to two express train crossings during both AM and PM peak periods. Both Willow Road and Marsh Road cross US 101, as well as crossing the Southern Pacific Dumbarton Spur track at grade. There is also an at-grade crossing via Chilco Street.

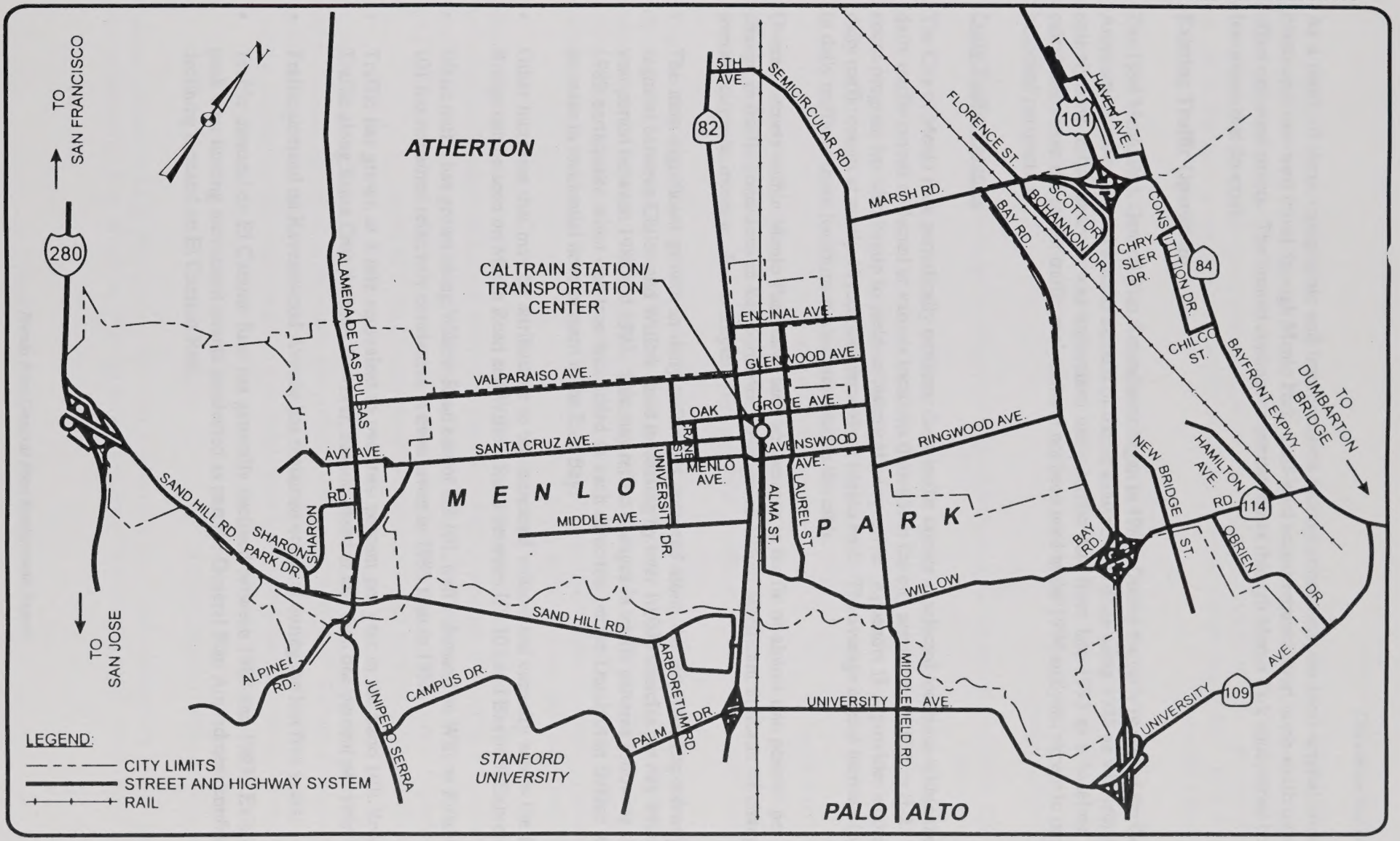


**FIGURE II-1**

**Existing Circulation System**

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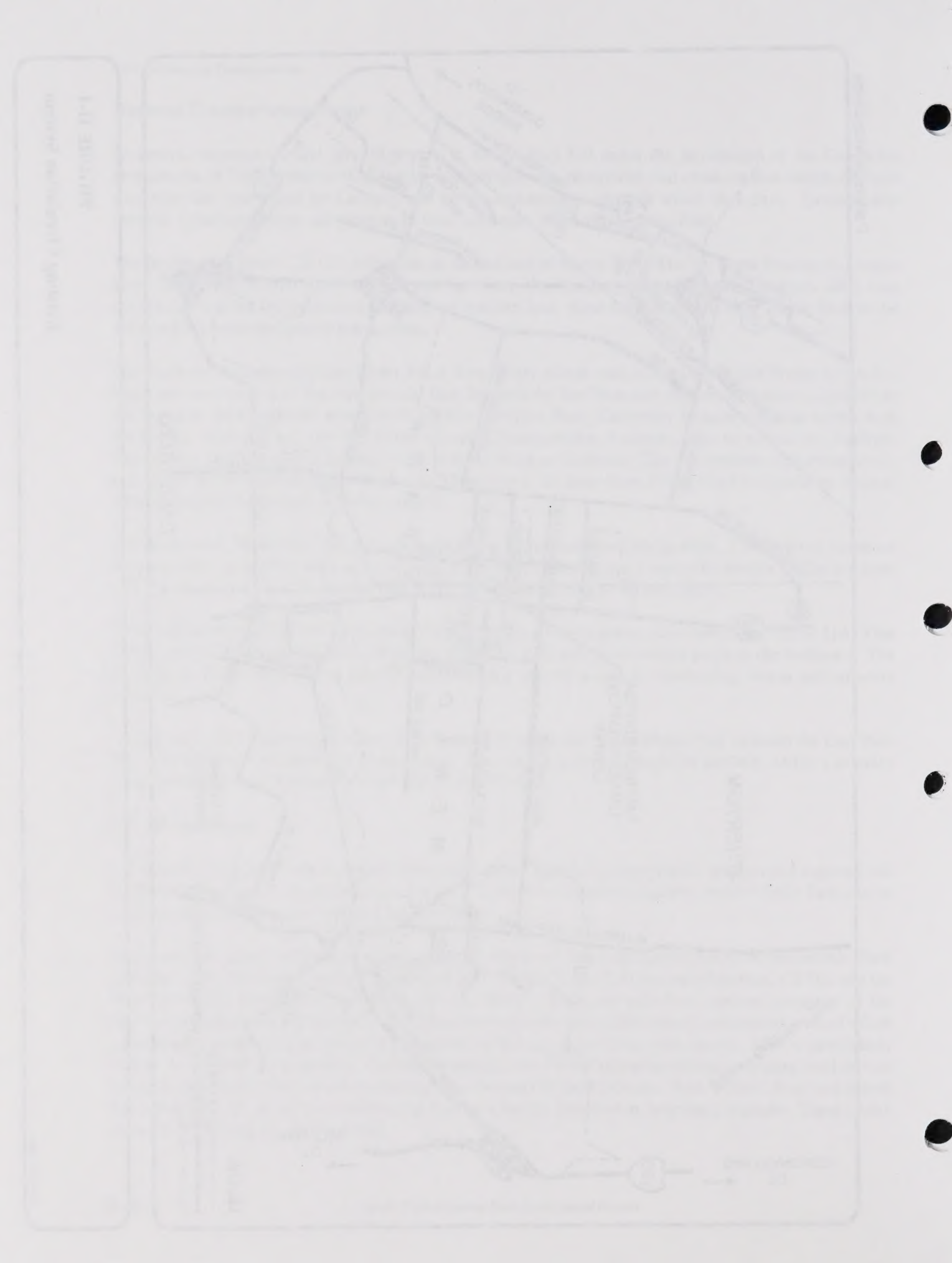

As a result of these topographic and transportation facility constraints, no local arterial street provides continuous east-west travel through Menlo Park. East-west access requires short north-south travel between offset east-west streets. The limited continuous arterial routes through Menlo Park concentrate traffic on the few routes that do exist.

**Existing Traffic Operations**

The 1994 Menlo Park General Plan Amendment began in 1988. During the early phases of the General Plan Amendment process, a substantial amount of traffic analysis was done using 1988 as a baseline. In 1994, entirely new traffic analysis was undertaken using traffic data from late 1993 as a baseline. Data and calculations from the earlier traffic analysis have not been used in the 1994 analysis, except to provide some historical perspective.

Daily Traffic Volumes

The City of Menlo Park periodically performs daily traffic counts at selected locations within the city. The daily traffic counts collected at various locations throughout the city are shown in Figure II-2. The traffic count program has also begun to yield an historical perspective. Appendix II-A provides a comparison of daily traffic counts at nearly 40 locations throughout Menlo Park. The average annual increase (or decrease) in daily traffic at these locations is also presented in the table.

Overall, streets within Menlo Park have seen an increase in traffic of almost one percent per year. The change in traffic conditions in key corridors, however, is a more significant indicator of change than the average citywide increase. For example:

- The most significant growth in daily traffic has occurred along the Bayfront Expressway, with the segment between Chilco and Willow Road increasing by over 10,000 vehicles per day within the five-year period between 1988 and 1993. This may reflect changes in traffic patterns following the October 1989 earthquake when one lane was added in each direction on the Dumbarton Bridge and also an increase in residential development in the East Bay.

- Other increases that may be attributable to the increased volume and capacity across the Dumbarton Bridge can be seen on Marsh Road and Willow Road between US 101 and Bayfront Expressway.

- While traffic has grown along Willow Road east of US 101, traffic demand on Willow Road west of US 101 has remained relatively constant or is even lower in 1993 than in 1988.

- Traffic has grown at a rate equivalent to over two percent per year in the Sand Hill Road corridor. Traffic along Santa Cruz Avenue, however, has increased at less than one percent per year.

- Traffic demand on Ravenswood Avenue has remained constant during the last five years.

- Traffic demand on El Camino Real has generally declined between 1988 and 1993. Existing manual peak hour turning movement counts conducted as part the General Plan Amendment confirm stable or declining demand on El Camino Real.

Existing Travel Time, Delay and Speeds on State Routes

The City of Menlo Park does not have authority over operational or capital improvements on state routes within the city. This is particularly significant since all freeways, expressways, and primary arterials in Menlo Park, with the exception of Sand Hill Road between Santa Cruz Avenue and I-280, are State-controlled facilities.

The City of Menlo Park collected PM peak period travel time, delay and speed data along State-owned arterial routes in Menlo Park. The results are provided in Appendix II-B. In addition, the City-County Association of Governments (CCAG), the congestion management agency for San Mateo County, estimated the level of service on US 101 based on the volume-to-capacity ratio for the highest volume within established segments.

Arterial travel time and speeds are collected for selected segments using the "floating-car" method. These segments are:

| | |
|---|---|
| Bayfront Expressway | US 101 to Willow Road |
| | Willow Road to University Avenue |
| El Camino Real | County Line to Santa Cruz Avenue |
| | Santa Cruz Avenue to Encinal Avenue |
| Willow Road | US 101 to Bayfront Expressway |

The floating-car runs produce travel time over the segment length. The running time and delay time are recorded. This produces a running speed (excluding delays) and the travel speed (including delays).

The Menlo Park General Plan establishes a minimum goal of 14 miles per hour average travel speed over each segment. This goal is met or exceeded on all arterial segments described above. On average, PM peak period travel speeds on the Bayfront Expressway segments range from almost 25 miles per hour (mph) southbound to over 31 mph northbound. On El Camino Real the average travel speeds range from 16.6 mph northbound to almost 21 mhp southbound during the PM peak period. Average travel speeds of between 23 and 25 mph were observed on Willow Road.

CCAG estimated existing level of service on all streets and highways included in the Congestion Management Program. The segment of US 101 between Whipple Road and the Santa Clara County Line was estimated at LOS F. This estimate, however, was based on conditions prior to the opening of the High Occupancy Vehicle (HOV) lanes within this segment. Travel-time data collected by the City following completion of the HOV lanes indicated operating conditions of LOS D or better.

Some localized congestion occurs near the Marsh Road interchange due to southbound off-ramp queues extending back onto US 101 and in the northbound direction due to limited weaving distance between the northbound on and off-ramps. In addition, US 101 is subject to incident-induced congestion during peak hours; accidents or disabled vehicles will often block one or more lanes causing reduced capacity and, therefore, reduced speeds on US 101.

Existing Intersection Levels of Service

Manual turning movement counts were collected in late 1993 and in 1994 at 25 signalized intersections within Menlo Park. These counts were used to estimate levels of service at each intersection during the

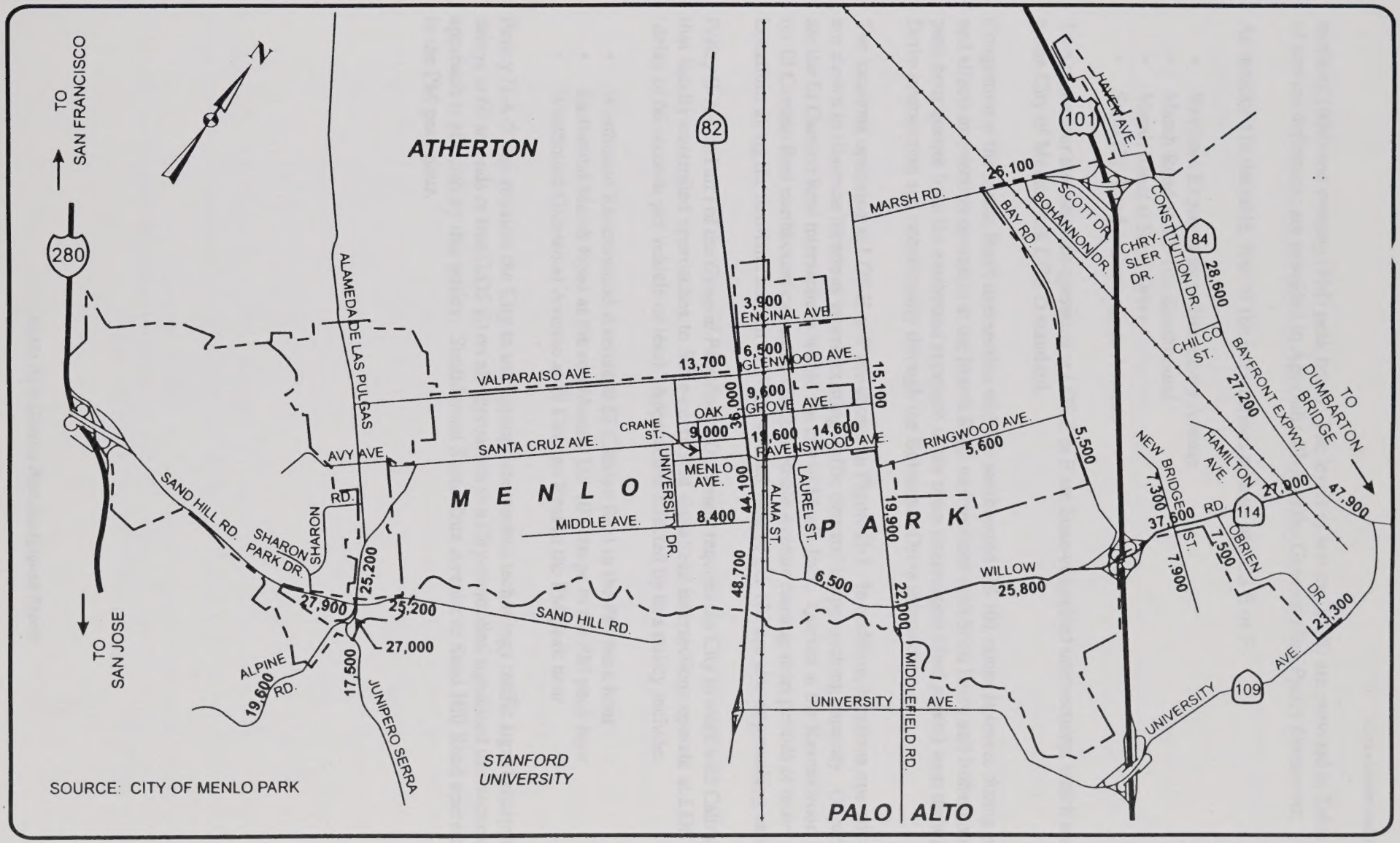


**FIGURE II-2**
**Selected 1993 Daily Traffic Volumes**

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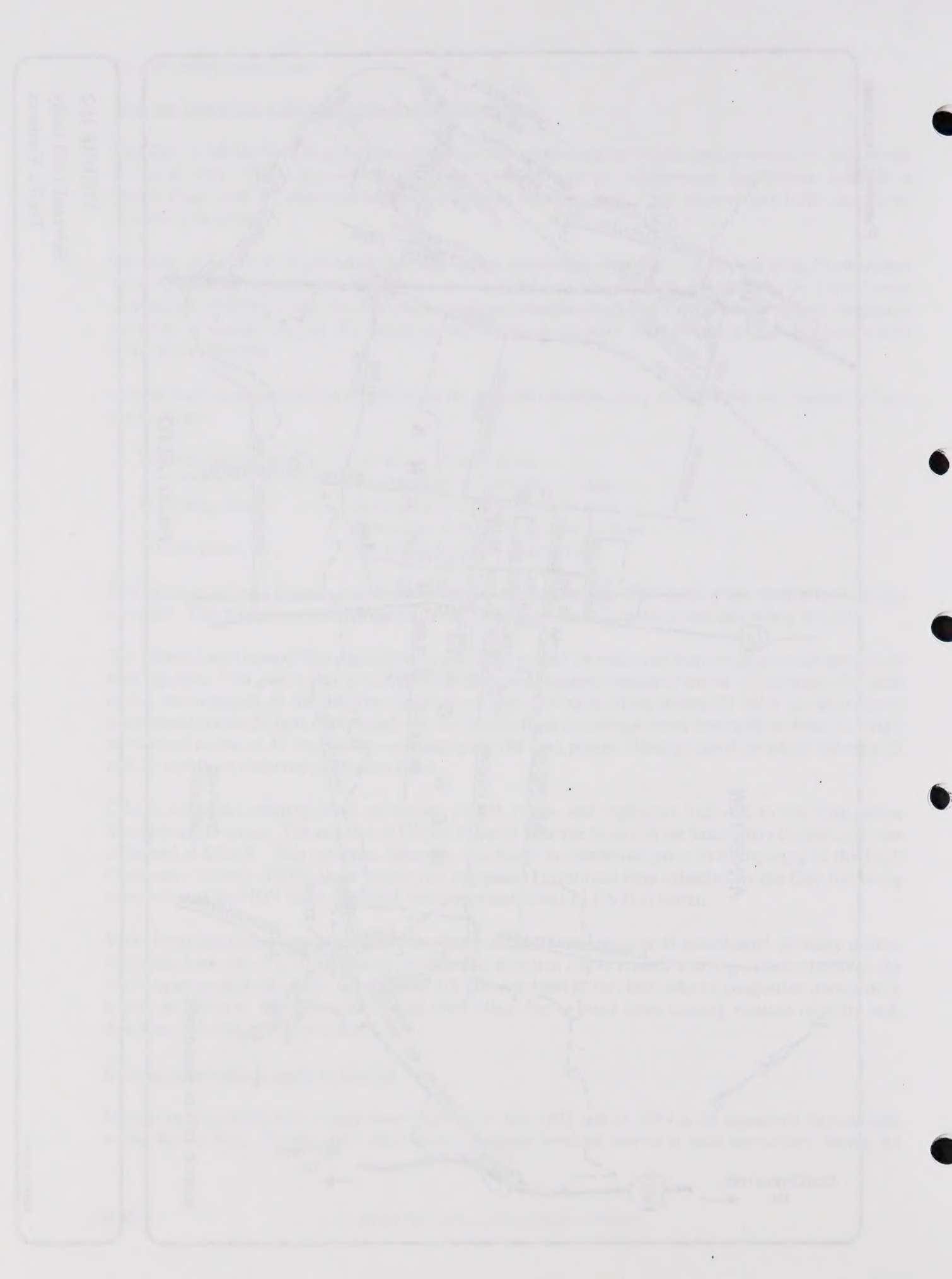


morning (AM) and evening (PM) peak hours. The levels of service (LOS) are provided in Table II-1. Level of service definitions are provided in Appendix III-A in the *General Plan Policy Document.*

As indicated in the table, four of the intersections operate at LOS E or F:

- Bayfront Expressway at University Avenue
- Marsh Road at US 101 Southbound
- Marsh Road at Scott Drive
- Sand Hill Road at Santa Cruz Avenue

Two of the four intersections operating at LOS E or F are State-controlled intersections, which are not subject to the City of Menlo Park LOS D standard.

Congestion at the Marsh Road intersection with the southbound US 101 ramps is severe during peak periods and affects intersection operation at the Marsh Road intersections with Scott Drive and Bohannon Drive. PM peak hour queues from the eastbound approach to the ramp intersection often extend west through the Scott Drive intersection and occasionally through the Bohannon Drive intersection.

The locations operating at LOS E or F are shown in Figure II-3. In addition, locations operating at LOS D are shown to illustrate locations where existing traffic demand is approaching capacity. Of particular note are the El Camino Real intersections within the city of Menlo Park. Queues at the Ravenswood intersection for El Camino Real northbound can extend back to Roble Avenue causing short periods of heavy congestion. Locations along the two-lane section of Willow Road west of US 101 are also approaching capacity.

Policy II-A-3 in Part I of the *General Plan Policy Document* requires the City to work with Caltrans to ensure that locally-controlled approaches to State-controlled signalized intersections operate at LOS E or better (delay of 60 seconds per vehicle or less). Approaches affected by this policy include:

- Westbound Ravenswood Avenue at El Camino Real in the PM peak hour
- Eastbound Marsh Road at the southbound US 101 ramps in the PM peak hour
- Westbound Glenwood Avenue at El Camino Real in the PM peak hour

Policy II-A-5 also requires the City to use appropriate modern technology traffic signal equipment to limit delays to 60 seconds or less (LOS E) on all approaches to a City-controlled signalized intersection. Only one approach is affected by this policy. Southbound Santa Cruz Avenue at Sand Hill Road operates at LOS F in the PM peak hour.

**TABLE II-1**
**EXISTING (1993 AND 1994) PEAK HOUR LEVELS OF SERVICE**

| # | Intersection | AM Peak Hour | | PM Peak Hour | |
|---|---|---|---|---|---|
| | | Stopped Delay (seconds) | LOS | Stopped Delay (seconds) | LOS |
| 1 | Alpine-Santa Cruz @ Junipero Serra* | 12.5 | B | 17.7 | C |
| 2 | Bay @ Willow | 11.9 | B | 9.4 | B |
| 3 | Bayfront @ Marsh | 21.3 | C | 26.3 | D |
| 4 | Bayfront @ University | 19.3 | C | 46.9 | E |
| 5 | Bayfront @ Willow (SR 114)* | 11.0 | B | 20.2 | C |
| 6 | Bohannon-Florence @ Marsh** | 12.6 | B | 21.6 | C |
| 7 | Cambridge @ El Camino Real (SR 82) | 10.4 | B | 12.5 | B |
| 8 | Durham-VA Hospital @ Willow** | 25.2 | D | 8.7 | B |
| 9 | El Camino Real (SR 82) @ Encinal | 10.5 | B | 10.5 | B |
| 10 | El Camino (SR 82) @ Glenwood-Valparaiso* | 20.1 | C | 23.0 | C |
| 11 | El Camino (SR 82) @ Menlo-Ravenswood | 29.9 | D | 37.2 | D |
| 12 | El Camino Real (SR 82) @ Middle | 14.8 | B | 19.0 | C |
| 13 | El Camino Real (SR 82) @ Oak Grove | 26.2 | D | 26.9 | D |
| 14 | El Camino Real (SR 82) @ Roble | 11.0 | B | 10.7 | B |
| 15 | El Camino Real (SR 82) @ Santa Cruz | 13.1 | B | 17.6 | C |
| 16 | Gilbert @ Willow** | 10.4 | B | 7.2 | B |
| 17 | Marsh @ U.S. 101 S/B Ramps | 43.3 | E | >60.0 | F |
| 18 | Marsh @ Middlefield | 17.4 | C | 22.8 | C |
| 19 | Marsh @ Scott** | 15.3 | C | >60.0 | F*** |
| 20 | Middlefield @ Ravenswood* | 12.2 | B | 16.6 | C |
| 21 | Middlefield @ Ringwood-SRI | 13.8 | B | 12.5 | B |
| 22 | Middlefield @ Willow* | 19.0 | C | 29.8 | D |
| 23 | Newbridge @ Willow (SR 114)* | 17.1 | C | 33.5 | D |
| 24 | O'Brien @ Willow (SR 114) | 10.8 | B | 21.7 | C |
| 25 | Sand Hill @ Santa Cruz* | 24.0 | C | 45.3 | E |

*Delays and levels of service were measured using methods described in Appendix III of Chapter 9 of the 1985 Highway Capacity Manual

**These signalized intersections are owned and operated by the City of Menlo Park.

***Queues from US 101 southbound ramp intersection extend through this intersection significantly reducing eastbound capacity and traffic flow. In isolation, the intersection would operate at LOS C.

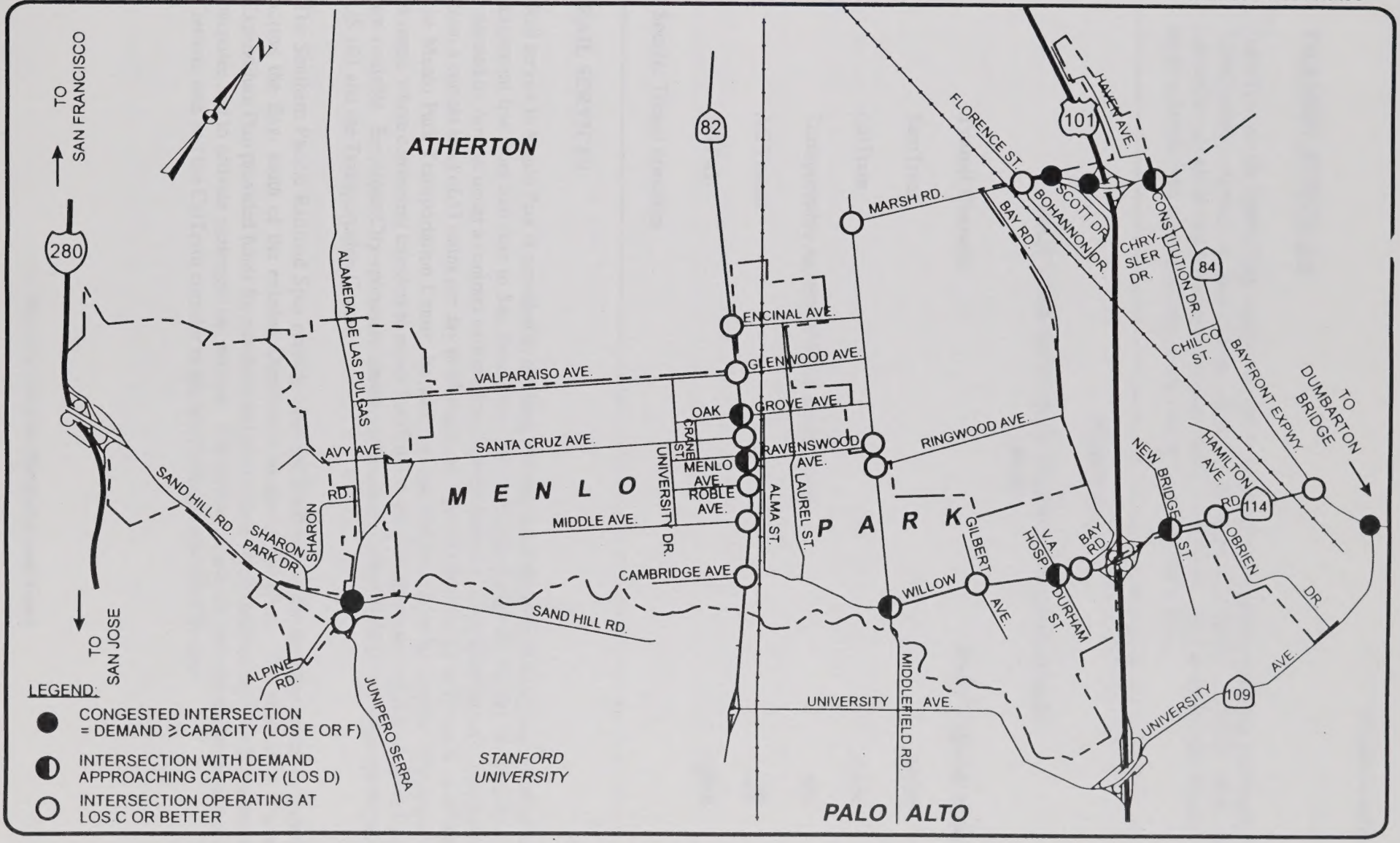
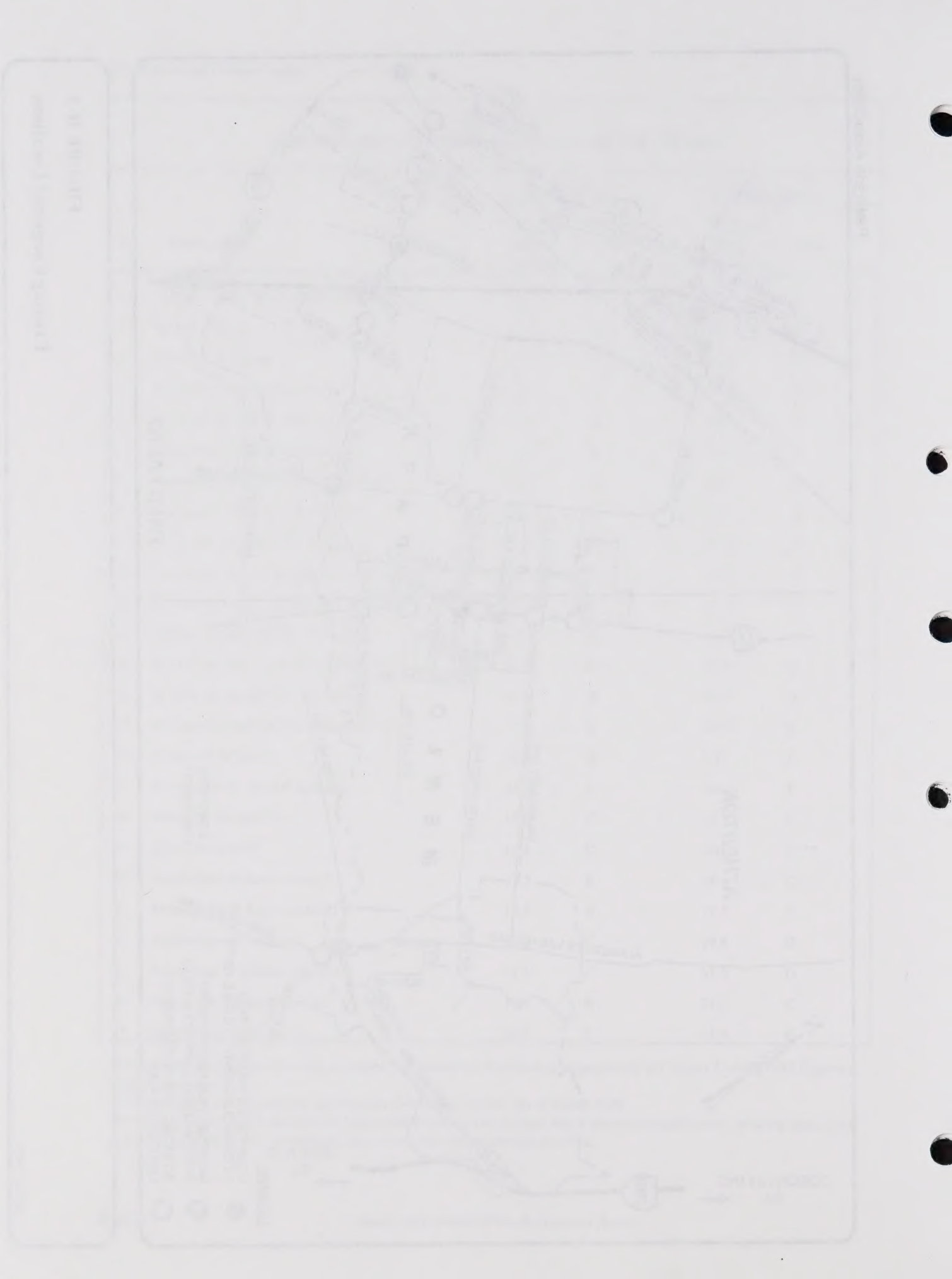



**FIGURE II-3**

**Existing Congested Locations**

93051XCL 4/10/95



## TRANSIT SERVICES

Transit service for Menlo Park is provided by regional intercity systems including SamTrans, CalTrain, Transportation Agency of Santa Clara County (TA), and AC Transit. In Menlo Park, transit use represents only about two percent of total daily travel. In 1993-94, 7,858 average daily transit trips were made in Menlo Park on various transit systems, as shown in Table II-2.

**TABLE II-2**

**DAILY USE OF PUBLIC TRANSIT IN MENLO PARK**
**1993/94**

| Transit Operator | Daily Trips (Estimated) |
|---|---|
| SamTrans | 5,627 |
| CalTrain | 1,646 |
| Transportation Agency of Santa Clara County | 555 |
| AC Transit | 30 |
| **TOTAL** | **7,858** |

Source: Transit operators

## RAIL SERVICES

Rail service to Menlo Park is provided by the Joint Powers Board along the former Southern Pacific Railroad alignment line from San Jose to San Francisco. The Peninsula Commute Service (CalTrain) is currently operated by Amtrak under a contract with the Joint Powers Board. CalTrain services are expected to increase from a current level of 53 trains per day to 87 trains per day over the next 15 to 20 years. CalTrain stops at the Menlo Park Transportation Center, located near the intersection of El Camino Real and Santa Cruz Avenue, where convenient transfers to either SamTrans or the Transportation Agency of Santa Clara County are available. Employer/City-sponsored shuttle service is also provided between employment sites west of US 101 and the Transportation Center.

The Southern Pacific Railroad Spur extends from the Southern Pacific mainline tracks in Redwood City, across the Bay, south of the existing Dumbarton Bridge to Fremont. The Measure A Transportation Expenditure Plan provided funds for purchase and preservation of the right-of-way for future transportation purposes and to activate passenger rail service. The facility would provide commuter service between the Fremont area and the CalTrain corridor in the Menlo Park/Redwood City area.

### BUS SERVICE

Menlo Park is served by three major public bus systems: the San Mateo County Transit District (SamTrans); the Transportation Agency of Santa Clara County (TA); and, the Dumbarton Bridge service of the Alameda/Contra Costa County Transit District (AC Transit). Because Menlo Park is on the service area boundary line between SamTrans and TA, both of these agencies have agreed to provide overlapping service. As a result, it is possible to travel either north or south from Menlo Park or east across the Dumbarton Bridge on public transit. Dumbarton Express (DB Express) is a joint venture with AC Transit, Sam Trans, and TA. DB Express provides limited service into Menlo Park.

Transit service on El Camino Real is extensive, with frequent service provided throughout the day. Service in other areas of the city, however, is at a much lower level. For example, service to the east side of the city is provided by SamTrans routes 6A, 50B and 50V. But many of the newer industrial areas have no transit services at all. The current routes are designed to serve the local residential areas with low-frequency service. The routes are not efficiently linked to regional transit connections.

### TRANSPORTATION CENTER

Menlo Park's Transportation Center, which includes the CalTrain depot, numerous bus connections, and parking, is located in the Central Area near the intersection of El Camino Real and Santa Cruz Avenue.

## TRANSPORTATION SYSTEMS MANAGEMENT

In May 1988, the City of Menlo Park adopted a Transportation Systems Management (TSM) Ordinance aimed at "reducing the number of vehicular trips, total vehicle miles traveled, and traffic congestion."

The program requires employers of 25 or more people and owners of complexes or multi-tenant buildings with 25 or more employees to design and implement an individual TSM program. The employer must appoint a transportation coordinator who is responsible for implementing the program and a reasonable combination of measures designed to achieve a significant rate of employee participation. TSM measures specifically mentioned in the ordinance include "transit-related programs, ridesharing (including car pool and van pool programs), commute modes without motor vehicles, and alternative work hour programs . . ." Other features of the program include appointment of a City Transportation Coordinator, preparation of an annual survey and report designed to provide information about commute patterns and describing results achieved, establishment of a City-appointed TSM Committee to oversee the program, and requirements for inclusion of TSM measures in new developments.

In 1993, the City of Menlo Park conducted a survey of employers and employees in Menlo Park to determine existing commute behavior patterns. The results of the survey have been published in *Employer and Employee Transportation Survey, Final Report,* prepared by Crain & Associates. Key findings of that survey include:

- Approximately 14 percent of all Menlo Park employees carpool; 3.5 percent use rail and bus transit; and 3.0 percent bike to work.

- The percentage of Menlo Park employees driving alone to work has not changed significantly since 1991. Approximately 76.7 percent of all employees drive alone compared to 76.3 percent in 1991.

- Only two of the employers surveyed have Average Vehicle Ridership (AVR) higher than the minimum objective established by the Bay Area Air Quality Management District.

- About one-third of all Menlo Park employees live in the area from Redwood City to Palo Alto and have commute travel times of 20 minutes or less.

## DOWNTOWN PARKING

In Menlo Park's Downtown area, there are two types of parking needs: short- and medium-term parking for shoppers and the day-long parking for store and office employees. A delicate balance exists between these two often-competing needs and between these needs and the capacity of the Downtown to accommodate traffic.

Various approaches may be taken to maintain this balance. The number of spaces provided and needed should be monitored periodically to assure adequate spaces are available. Proposals for new land uses or changes in land uses should be analyzed to ensure parking needs can be met. Park-and-ride lots located outside the Central Area could be required for certain major developments to further reduce the need for employee parking. Through transportation programs, employers could be encouraged to give employees a transportation allowance instead of free parking downtown. Transit service to Downtown could also be improved.

## NEIGHBORHOOD TRAFFIC CONTROVERSY

Menlo Park is a very desirable residential community. Its residential neighborhoods are diverse and possess unique individual qualities that attract people of different life styles. The neighborhoods range from very-low density areas located in the westerly parts of the city to the higher-density districts located within the more urban inner areas and easterly parts of the city.

In the 1980s, residents of the single-family residential neighborhoods became increasingly concerned with traffic conditions. The general feeling of the residents is that increased traffic generated by new commercial and industrial development within and outside the city, as well as by growth generally in the region, is contributing to the degradation of the quality of life in the single-family residential neighborhoods. Residents have become concerned that increased through traffic has saturated the carrying capacity of arterial streets, and that this has forced through traffic to filter through the local residential streets.

The City continues to work with neighborhood groups to address the problems of through traffic in residential neighborhoods. The City will attempt to attain traffic volumes that do not exceed 1,500 to 2,500 vehicles per day, depending on the size and characteristics of the street. Menlo Park's Residential Traffic Management Program will provide a process through which the City can work with residents to identify, prioritize, and implement reasonable design and traffic management improvements.

## BICYCLE NETWORK

There is a growing number of adult bicyclists who live and/or work in Menlo Park. Recent surveys have shown that approximately three percent of the people who work in Menlo Park commute to and from work by bicycle. Several businesses have provided bike parking and shower facilities for their employees. Attendance at events held by local bike clubs has demonstrated the increasing popularity of commuting and

recreational bicycle use. As a result, there will continue to be an increasing demand for more and better bicycle facilities. Figure II-4 shows existing bicycle-related facilities.

A bike path along the Bayfront Expressway and proposed paths along some of the levees near the bay are part of the Bay Trail Network. This network will eventually establish a 400-mile recreational bicycle trail around San Francisco Bay.

Sources of funds for development of new bicycle facilities include State Transportation Development Act (TDA) monies allocated by the Metropolitan Transportation Commission (MTC) through the San Mateo County Bikeways Committee, County Transportation Tax (Measure A approved by voters in June 1988), gas tax, and developer fees.

## REGIONAL TRANSPORTATION ISSUES

To address regional traffic impacts, Menlo Park must work with surrounding jurisdictions to resolve transportation issues that cross city and county lines. The City should comment on EIRs for traffic-generating projects in adjacent cities or unincorporated territory. The City should also take the steps necessary to influence decisions on outside development projects that could produce traffic problems in Menlo Park.

State Propositions 108 and 111, passed by voters in June 1990, require preparation of County Congestion Management Programs (CMP). The purposes of the Congestion Management Program are:

1. To develop procedures to alleviate or control anticipated increases in roadway congestion;

2. To ensure that federal, state and local agencies join with transit districts, business and environmental interests to develop and implement comprehensive strategies to address future congestion problems; and

3. To make local jurisdictions eligible for additional revenues that will be made possible by the increases enacted in California.

The Congestion Management Program has six mandated elements: 1) definition of a CMP roadway system; 2) adoption of traffic level of service standards; 3) adoption of transit level of service standards; 4) adoption of a trip reduction and travel demand element; 5) definition of a land use impact program; and 6) adoption of a seven-year capital improvement program (CIP). The initial CMP was completed in 1991 and was updated in 1993.

The level of service on CMP routes is monitored periodically. If levels of service fall below the established standards, the local jurisdiction within which the violation occurs must adopt a Deficiency Plan that describes actions that will be taken at the deficient location or elsewhere to improve operation on the CMP roadway system.

Within Menlo Park all state highways are included in the CMP roadway system. This includes I-280, US 101, Bayfront Expressway, University Avenue, El Camino Real, and Willow Road east of US 101. The CMP level of service standards for these routes are described in Table II-3.

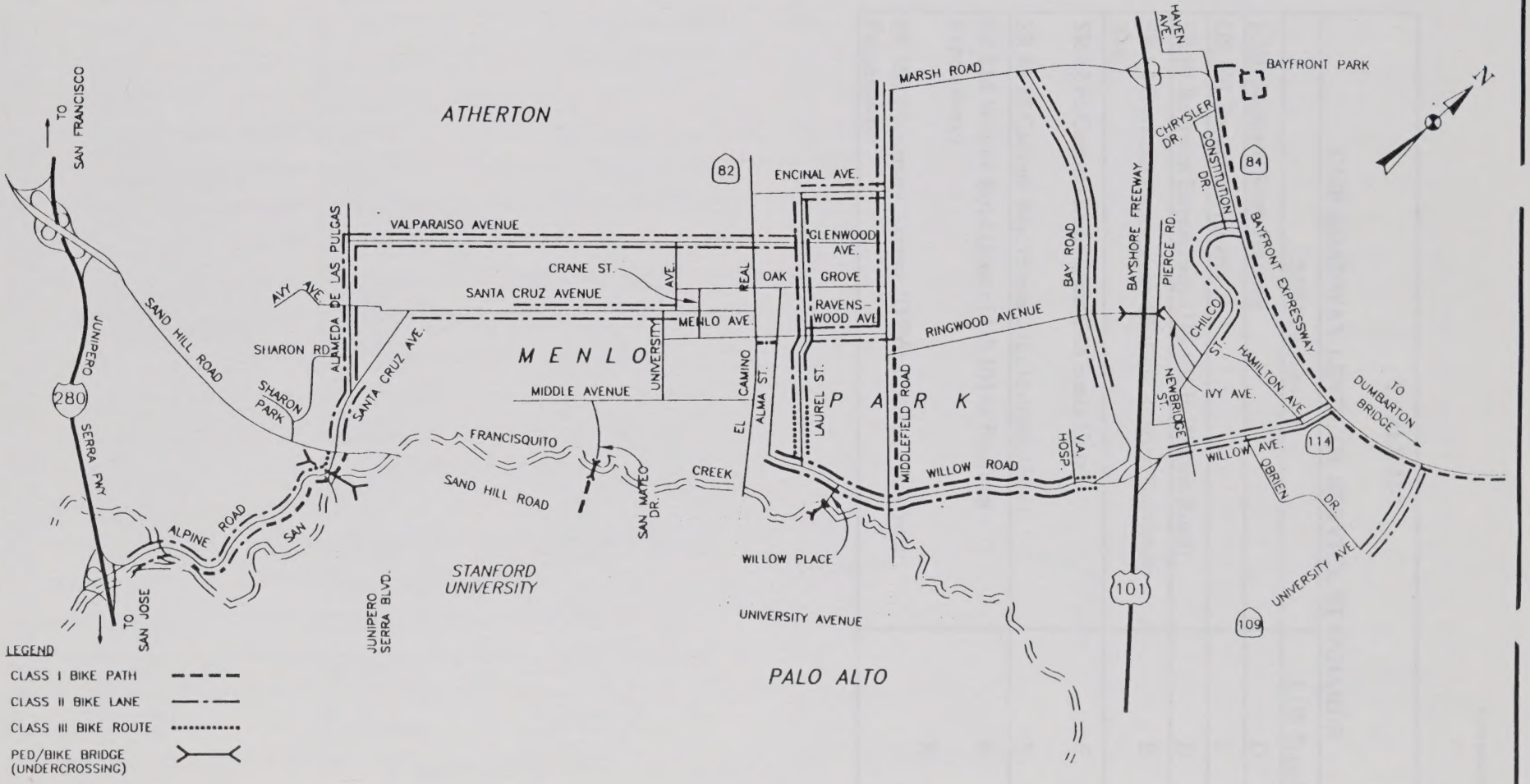



**FIGURE II-4**

**Bicycle-Related Facilities: Existing Facilities**

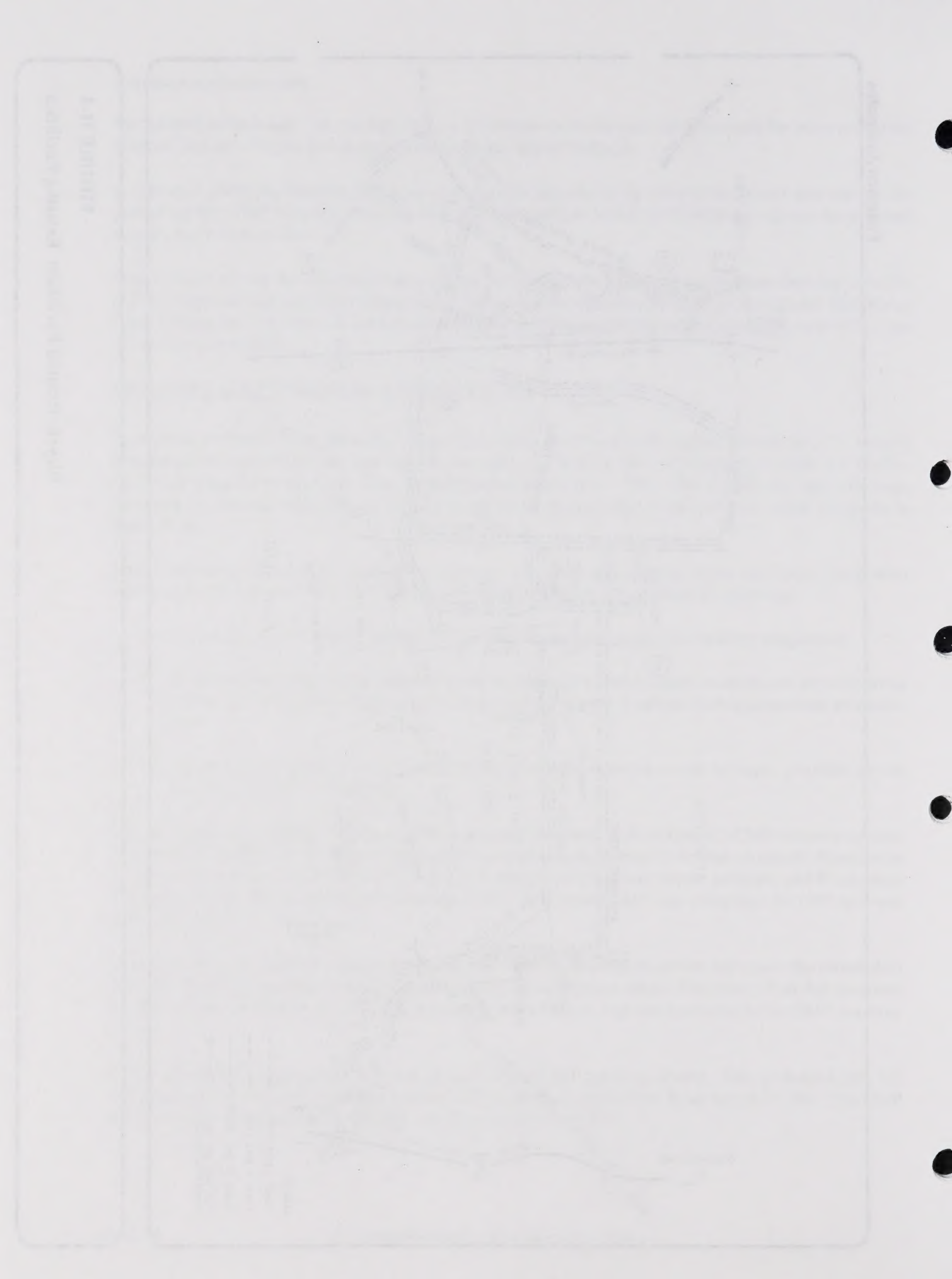


**TABLE II-3**

**CMP ROADWAY LEVEL OF SERVICE STANDARDS**

| CMP Roadway | LOS Standard |
|---|---|
| I-280 Junipero Serra Freeway | D |
| US 101 Bayshore Freeway | F |
| SR 84 Bayfront Expressway (US 101 to Willow Road) | D |
| SR 84 Bayfront Expressway (Willow Road to University Ave.) | E |
| SR 82 El Camino Real (Encinal to Santa Cruz) | E |
| SR 82 El Camino Real (Santa Cruz to county line) | E |
| SR 114 Willow Road (East of US 101 to Bayfront Expressway) | E |
| SR 109 University Avenue (O'Brien Drive to Bayfront Expressway) | E |

**APPENDIX II-A**
**GROWTH IN DAILY TRAFFIC ON MENLO PARK STREETS**

| # | Street | Between | And | 1988 Volume | 1991 Volume | 1993 Volume | Average Annual Change '88 to '93 |
|---|---|---|---|---|---|---|---|
| 1 | Alpine Road | I-280 | Junipero Serra | n/a | 19,900 | 19,600 | n/a |
| 2 | Alpine Road | Junipero Serra | Sand Hill | 20,300 | 26,200 | 27,000 | 6.6% |
| 3 | Bay | Ringwood | Willow | 4,800 | 4,800 | 5,500 | 2.9% |
| 4 | Bayfront | Marsh | Chilco | 24,300 | 31,100 | 28,600 | 3.5% |
| 5 | Bayfront | Chilco | Willow | 17,000 | 26,200 | 27,200 | 12.0% |
| 6 | Bayfront | Willow | University | 32,600 | 47,400 | 47,900 | 9.4% |
| 7 | El Camino Real | Encinal | Valparaiso | 39,500 | 36,400 | 36,700 | -1.4% |
| 8 | El Camino Real | Valparasio | Oak Grove | 41,000 | 36,300 | 32,900 | -4.0% |
| 9 | El Camino Real | Oak Grove | Menlo-Ravenswood | 38,000 | 36,800 | 36,600 | -0.7% |
| 10 | El Camino Real | Menlo-Ravenswood | Middle | 53,000 | 47,500 | 44,100 | -3.4% |
| 11 | El Camino Real | Middle | City Limits | 53,000 | 51,300 | 48,700 | -1.6% |
| 12 | Encinal | El Camino Real | Laurel | 4,200 | 4,000 | 3,900 | -1.4% |
| 13 | Glenwood | El Camino Real | Laurel | 6,200 | 5,700 | 6,500 | 1.0% |
| 14 | Junipero Serra | Alpine | City Limits | 15,500 | 17,000 | 17,500 | 2.6% |
| 15 | Marsh | Bay | Bohannon-Florence | 23,100 | 23,300 | 23,700 | 0.5% |
| 16 | Marsh | Bohannon-Florence | Scott | 27,000 | 26,500 | 26,100 | -0.7% |
| 17 | Marsh | U.S. 101 | Bayfront | 31,300 | 34,600 | 35,700 | 2.8% |
| 18 | Middle | University | El Camino Real | 9,500 | 11,800 | 8,400 | -2.3% |
| 19 | Middlefield | Oak Grove | Ravenswood | 14,000 | 14,600 | 15,100 | 1.6% |
| 20 | Middlefield | Ravenswood | Willow | 22,500 | 21,100 | 19,900 | -2.3% |
| 21 | Middlefield | Willow | City Limits | 22,200 | 21,800 | 22,000 | -0.2% |
| 22 | Newbridge | Chilco | Willow | 10,900 | 9,300 | 7,300 | -6.6% |
| 23 | Newbridge | Willow | City Limits | 8,400 | 12,100 | 7,900 | -1.2% |

**APPENDIX II-A (continued)**
**GROWTH IN DAILY TRAFFIC ON MENLO PARK STREETS**

| # | Street | Between | And | 1988 Volume | 1991 Volume | 1993 Volume | Average Annual Change '88 to '93 |
|---|---|---|---|---|---|---|---|
| 24 | Oak Grove | El Camino Real | Laurel | 10,000 | 10,000 | 9,600 | -0.8% |
| 25 | O'Brien | Willow | Kavanaugh | 6,500 | 6,500 | 7,500 | 3.1% |
| 26 | Ravenswood | El Camino Real | Alma | 22,500 | 22,100 | 19,600 | -2.6% |
| 27 | Ravenswood | Laurel | Middlefield | 14,500 | 15,400 | 14,600 | 0.1% |
| 28 | Ringwood | Middlefield | Bay | 7,500 | 7,000 | 5,600 | -5.1% |
| 29 | Sand Hill Road | Sharon | Santa Cruz | 25,000 | 26,200 | 27,900 | 2.3% |
| 30 | Sand Hill Road | Santa Cruz | City Limits | 22,400 | 26,100 | 25,200 | 2.5% |
| 31 | Santa Cruz | Alameda | Sand Hill | 24,300 | 23,900 | 25,200 | 0.7% |
| 32 | Santa Cruz | Crane | El Camino Real | 10,600 | 10,200 | 9,000 | -3.0% |
| 33 | University | O'Brien | Bayfront | n/a | n/a | 23,300 | n/a |
| 34 | Valparaiso | University | El Camino Real | 12,300 | 12,800 | 13,700 | 2.3% |
| 35 | Willow | Laurel | Middlefield | 6,700 | 8,400 | 6,500 | -0.6% |
| 36 | Willow | Middlefield | Bay | 26,100 | 30,300 | 25,800 | -0.2% |
| 37 | Willow | Bay | Newbridge | 37,000 | 47,500 | 47,300 | 5.6% |
| 38 | Willow | Newbridge | O'Brien | 28,500 | 36,500 | 37,600 | 6.4% |
| 39 | Willow | O'Brien | Bayfront | 22,100 | 26,600 | 27,000 | 4.4% |
| | | | Totals: | 794,300 | 855,300 | 831,300 | 0.9% |

Notes:n/a Not Available

**APPENDIX II-B**
**EXISTING PM PEAK PERIOD SPEEDS**

| | Limits | | | | |
|---|---|---|---|---|---|
| **Street** | **From** | **To** | **Direction** | **Travel Speed** | **Running Speed** |
| Bayfront Expressway | University | Willow | Northbound | 44.4 | 44.4 |
| Bayfront Expressway | Willow | US 101 | Northbound | 29.0 | 40.2 |
| **Bayfront Expressway** | **University** | **U.S. 101** | **Northbound** | **33.2** | **40.3** |
| Bayfront Expressway | U.S. 101 | Willow | Southbound | 31.5 | 41.0 |
| Bayfront Expressway | Willow | University | Southbound | 19.8 | 29.9 |
| **Bayfront Expressway** | **U.S. 101** | **University** | **Southbound** | **24.8** | **37.7** |
| El Camino Real (SR 82) | Alma | Santa Cruz | Northbound | 14.3 | 21.8 |
| El Camino Real (SR 82) | Santa Cruz | Encinal | Northbound | 21.9 | 26.9 |
| **El Camino Real (SR 82)** | **Alma** | **Encinal** | **Northbound** | **16.6** | **23.5** |
| El Camino Real (SR 82) | Encinal | Santa Cruz | Southbound | 14.3 | 23.3 |
| El Camino Real (SR 82) | Santa Cruz | Alma | Southbound | 29.7 | 29.7 |
| **El Camino Real (SR 82)** | **Encinal** | **Alma** | **Southbound** | **20.9** | **26.8** |
| Willow Road | Bay | Bayfront | Eastbound | 24.2 | **27.2** |
| Willow Road | Bayfront | Bay | Westbound | 23.1 | **30.5** |

*Based on 1993/94 field speed surveys performed by the City of Menlo Park

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# CHAPTER IV

# DEMOGRAPHICS

# CHAPTER IV

# DEMOGRAPHICS

## INTRODUCTION

This chapter describes Menlo Park's historical population growth, the composition of the city's population in terms of age and sex characteristics, and race, and Menlo Park's income and employment characteristics.

## POPULATION GROWTH

Menlo Park's population has grown since 1930 through a combination of new development, annexation, change in average family size, and natural increase (see Table IV-1). The city grew rapidly between 1940 and 1960, primarily as the result of two factors: the postwar increase in birth rates common throughout the United States and the expansion of employment opportunities in the Bay Area. Between 1960 and 1980, however, Menlo Park's population remained virtually unchanged.

**TABLE IV-1**

**HISTORIC POPULATION TRENDS**
**1930 through 1994**

| Year | Menlo Park | San Mateo County |
|---|---|---|
| 1930 | 2,254 | -- |
| 1940 | 3,258 | -- |
| 1950 | 13,587 | -- |
| 1960 | 26,957 | -- |
| 1970 | 26,734 | -- |
| 1980 | 26,438 | 587,329 |
| 1990 | 28,040* | 649,623 |
| 1991 | 28,451 | 658,035 |
| 1992 | 28,871 | 670,084 |
| 1993 | 29,407 | 680,885 |
| 1994 | 29,917 | 686,537 |

*In February 1993, the Census Bureau officially revised its population count to 28,403.

Source: U.S. Census Bureau; California Department of Finance

Between 1980 and 1990, Menlo Park's population grew by 1,602, principally due to annexation of existing residential areas. The slow rate of growth during the last several decades is attributable to the relative lack of vacant land for residential development and the nationwide trend of decreasing birth rates. Between 1980

and 1990, Menlo Park's share of total county population dropped slightly from about 4.50 percent to 4.36 percent.

The Association of Bay Area Governments (ABAG) estimates that in 1990 there were 33,234 persons living in Menlo Park and incorporated surrounding area within Menlo Park's sphere of influence (Projections 94). ABAG projects this population to increase to 34,700 by 1995; to 35,000 by 2000; to 35,200 by 2005; and to 35,300 by 2010.

## AGE-SEX CHARACTERISTICS

The age structure of Menlo Park's population changed significantly between 1970 and 1990, as shown in Table IV-2. The number and percentage of school-age children and young adults dropped dramatically, while the number and percentage of those in their late 20s to early 40s increased dramatically. There was a moderate decrease in the number and percentage of those in their late 40s to early 60's and a significant increase in the number and percentage of those 65 years and older.

**TABLE IV-2**

**POPULATION BY AGE**
**1970-1990**

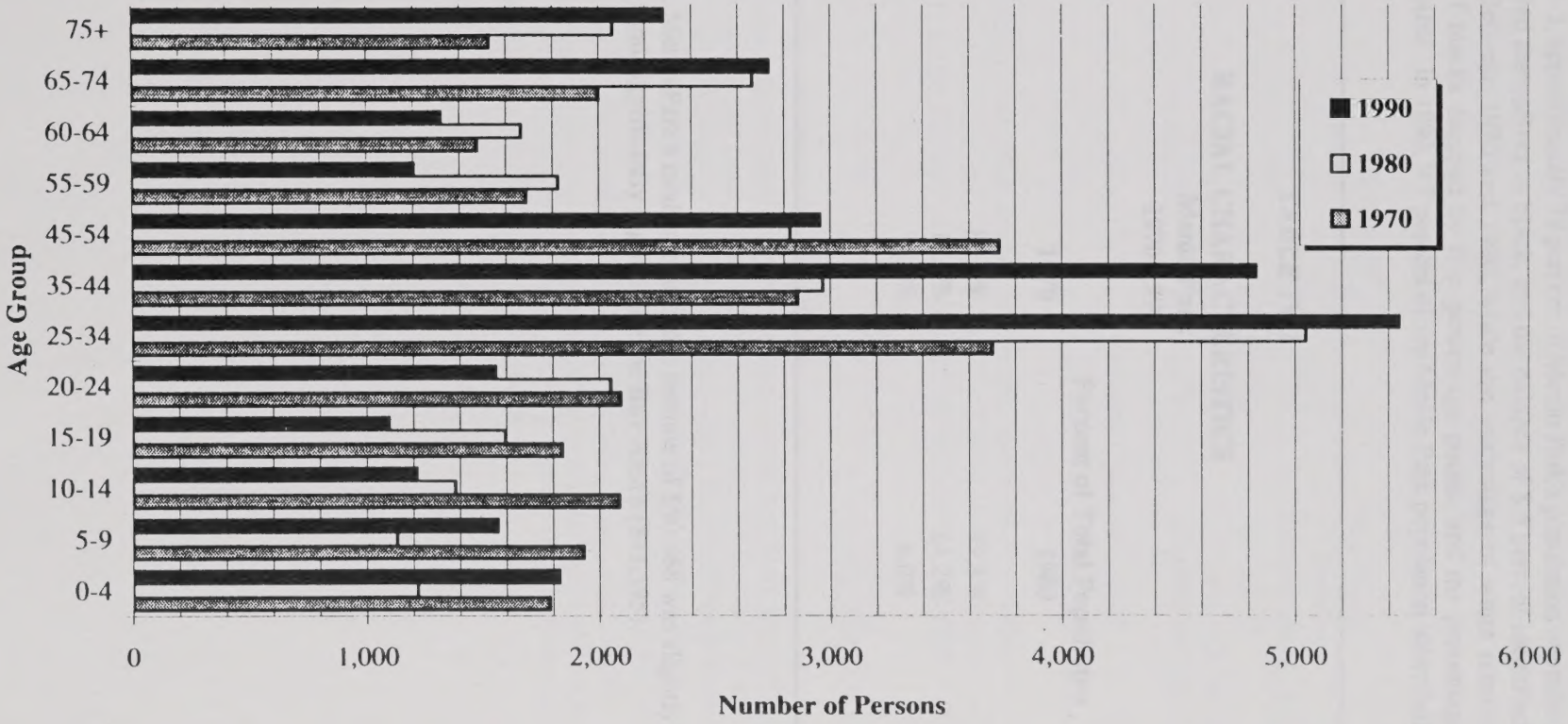
| | 1970 | | 1980 | | 1990 | | 1970-1990 Change | |
|---|---|---|---|---|---|---|---|---|
| **Age Group** | **No.** | **%** | **No.** | **%** | **No.** | **%** | **No.** | **%** |
| 0-4 | 1,787 | 6.7 | 1,219 | 4.6 | 1,828 | 6.5 | +41 | +2.3 |
| 5-9 | 1,933 | 7.3 | 1,130 | 4.3 | 1,563 | 5.6 | -370 | -19.1 |
| 10-14 | 2,087 | 7.8 | 1,381 | 5.2 | 1,215 | 4.3 | -872 | -41.8 |
| 15-19 | 1,842 | 6.9 | 1,596 | 6.0 | 1,096 | 3.9 | -746 | -40.5 |
| 20-24 | 2,094 | 7.8 | 2,051 | 7.8 | 1,555 | 5.5 | -539 | -25.7 |
| 25-34 | 3,702 | 13.8 | 5,047 | 19.1 | 5,446 | 19.4 | +1,744 | +47.1 |
| 35-44 | 2,860 | 10.7 | 2,968 | 11.2 | 4,835 | 17.2 | +1,975 | +69.1 |
| 45-54 | 3,732 | 14.0 | 2,828 | 10.7 | 2,957 | 10.5 | -775 | -20.8 |
| 55-59 | 1,689 | 6.3 | 1,825 | 6.9 | 1,205 | 4.3 | -484 | -28.7 |
| 60-64 | 1,477 | 5.5 | 1,667 | 6.3 | 1,322 | 4.7 | -155 | -10.5 |
| 65-74 | 2,001 | 7.5 | 2,665 | 10.1 | 2,737 | 9.8 | +736 | +36.8 |
| 75+ | 1,530 | 5.7 | 2,061 | 7.8 | 2,281 | 8.1 | +751 | +49.1 |
| **All Ages** | **26,734** | **100.0** | **26,438** | **100.0** | **28,040** | **100.0** | **1,306** | **+4.7** |

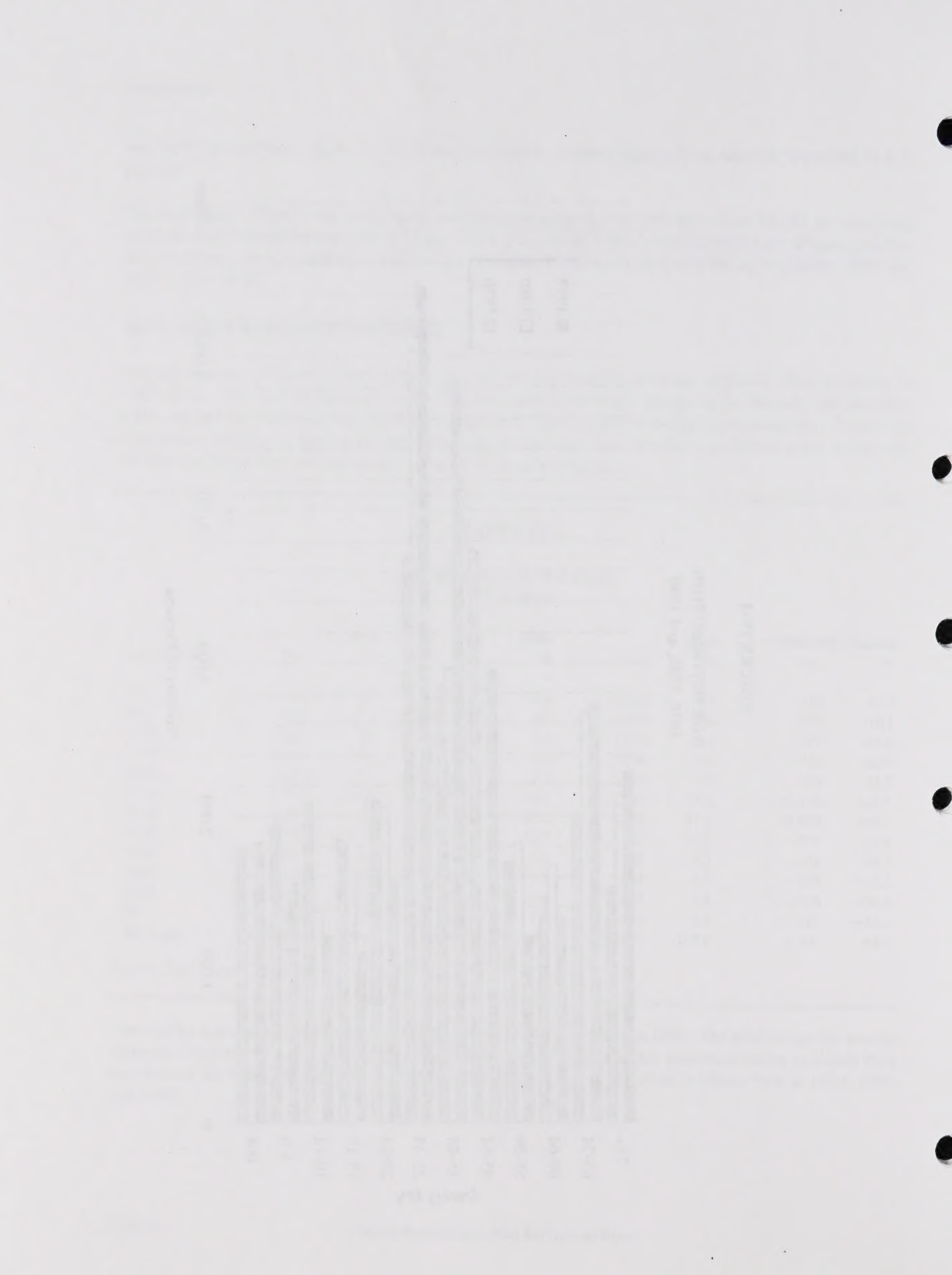
Source: U.S. Census Bureau

The median age of men increased from 32.4 years in 1970 to 36.9 years in 1990. The median age for women increased slightly from 37.8 in 1970 to 38.9 in 1990. In 1990, females out numbered males in Menlo Park by a ratio of 52.5 percent to 47.5 percent. Figure IV-1 shows age distribution in Menlo Park in 1970, 1980, and 1990.

**FIGURE IV-1**

**AGE DISTRIBUTION**
**1970, 1980, and 1990**





## RACIAL CHARACTERISTICS

In 1990, as shown in Table IV-3, approximately 79 percent of Menlo Park's population identified themselves as white, 12.4 percent identified themselves as black, and the balance of 8.5 percent identified themselves in other racial categories. Between 1970 and 1990, while the percentage of white remained virtually unchanged, the percentage of blacks dropped by five percentage points, and the percentage of "other" increased by six percentage points. In 1990, 9.7 percent of the Menlo Park population identified themselves as of hispanic origin.

**TABLE IV-3**

**RACIAL CHARACTERISTICS**
**Menlo Park**
**1970-1990**

| | Percent of Total Population | | |
|---|---|---|---|
| **Racial Group** | **1970** | **1980** | **1990** |
| White | 80.1% | 79.8% | 79.1% |
| Black | 17.4% | 14.2% | 12.4% |
| Other | 2.5% | 6.0% | 8.5% |

Source: U.S. Census Bureau

## INCOME

According to the 1990 Census, Menlo Park's median household income of $50,468 was slightly higher than San Mateo County's ($46,437) and significantly higher than the Bay Area's ($41,595).

**TABLE IV-4**

**HOUSEHOLD AND FAMILY INCOME**
**MENLO PARK, SAN MATEO COUNTY, AND BAY AREA**
**1989**

| | Household | | Family | |
|---|---|---|---|---|
| | **Median** | **Mean** | **Median** | **Mean** |
| Menlo Park | $50,468<br>$84,594 | $69,944 | $64,560 | |
| San Mateo County | 46,437 | 59,521 | 53,430 | 67,746 |
| Nine Bay Area Counties | $41,595 | $52,082 | $48,532 | $59,215 |

Source: U.S. Census Bureau, 1990

ABAG estimates average (mean) household income (in 1990 constant dollars) for Menlo Park in 1990 at $75,131, compared to $63,684 in San Mateo County (Projections 94). ABAG projects Menlo Park's average household income to increase (in 1990 constant dollars) to $84,500 in 2000, to $92,300 in 2005, and $99,700 in 2010.

## EMPLOYMENT

The occupational pattern of Menlo Park residents reflects the concentration in the Menlo Park area of such special institutions as SRI International, the Stanford Linear Accelerator Center (SLAC), Stanford University, the Veterans Administration Hospital, the U.S. Geological Survey, and other research organizations.

As shown in Table IV-5, nearly half of Menlo Park's employed residents are employed in what the U.S. Census Bureau calls "managerial and professional specialty" occupations. In San Mateo County and the nine-county Bay Area, this accounts for only about one third of employment.

**TABLE IV-5**

**OCCUPATION OF EMPLOYED RESIDENTS**
**Menlo Park, San Mateo County, and Bay Area**
**1990**

| Occupation | Menlo Park Number | Menlo Park Percentage | San Mateo County Percentage | Bay Area Percentage |
|---|---|---|---|---|
| Managerial and Professional Specialty | 7,221 | 49.9% | 31.5% | 33.1% |
| Technical, Sales, and Admin. Support | 4,688 | 32.4% | 35.9% | 33.7% |
| Service Occupations | 1,082 | 7.5% | 12.0% | 11.6% |
| Farming, Forestry, and Fishing | 149 | 1.0% | 1.5% | 1.4% |
| Precision Production, Crafts, and Repair | 685 | 4.7% | 9.8% | 10.0% |
| Operators, Fabricators, and Laborers | 643 | 4.4% | 9.2% | 10.1% |
| Total | 14,468 | 100.0% | 100.0% | 100.0% |

Sources: U.S. Census Bureau; Projections 94, ABAG

While 1990 Census reported total employed residents in Menlo Park at 14,468, ABAG estimated 1990 employed residents at 17,407 for the larger Menlo Park area that includes Menlo Park's unincorporated sphere of influence. As shown in Table IV-6, for this larger sphere of influence area, ABAG projects the number of employed residents to rise only to about 17,900 by the year 2010.

By contrast, ABAG estimates the number of jobs within Menlo Park's sphere of influence at 23,570 in 1990 and projects the number of jobs to increase to 28,010 by the year 2010.

**TABLE IV-6**

**JOBS AND EMPLOYED RESIDENTS IN MENLO PARK (SPHERE OF INFLUENCE) 1990-2010**

| | 1990 | 1995 | 2000 | 2005 | 2010 |
|---|---|---|---|---|---|
| Employed Residents | 17,407 | 17,100 | 17,100 | 17,200 | 17,900 |
| Total Jobs | 23,570 | 25,310 | 27,920 | 27,350 | 28,010 |

Source: Projections 94, ABAG

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# CHAPTER VI

# PUBLIC FACILITIES AND SERVICES

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# PUBLIC FACILITIES AND SERVICES

## INTRODUCTION

This chapter describes public facilities and services in Menlo Park and their current status.

## CITY CIVIC CENTER - BURGESS PARK COMPLEX

The Menlo Park Civic Center - Burgess Park Complex is a unique facility that combines City administrative offices with various community facilities and services. The complex includes: city council chambers, administration building, police station, library, recreation center, Burgess Theatre, gymnasium and pool, the Hopkins Gatehouse, and about 12 acres of park and open space lands. The City's corporation yard is located just across Laurel Street from the main complex on a 2.5 acre site. A municipal service center located in the corporation yard houses all City street, parks and fleet maintenance personnel and equipment.

A plan for the entire complex was prepared and adopted in 1973 as part of the planning for the replacement of the first Burgess Gym, which had been destroyed by fire two years earlier. Plans for improvements to the complex include a new facility to replace the existing theatre building and police facility improvements.

## WATER SUPPLY AND SERVICE

Menlo Park's water sources include the City of San Francisco-operated Hetch Hetchy water system, wells, and a reservoir. Potable water is delivered to residents and businesses in the city by the City of Menlo Park Municipal Water Department, the California Water Service Company, and the O'Connor Tract Cooperative Water Company. The California Water Service Company serves 65 percent of the city, including the area between Laurel Street and Alameda de las Pulgas and portions of the area between Bay Road and US 101. The City's Municipal Water Department serves the area between Bay Road and Laurel Street and the area west of Alameda de las Pulgas. The O'Connor Tract Cooperative Water Company was created to serve the residents of the O'Connor Tract, who constitute only three to four percent of all city water users. The O'Connor Company's service area within Menlo Park is bounded by Euclid, Menalto, Woodland, and O'Keefe Streets.

The City Water Department and the California Water Service Company are part of the Bay Area Water Users Association, a 30-member group of water companies that receive their water from the San Francisco Hetch Hetchy system. A master water sales contract with the San Francisco Water Department guarantees the Association delivery of 184 million gallons per day (mgd), unless the amount is modified by certain procedures spelled out in the contract or during droughts or other emergencies. Both the California Water Service Company and the Menlo Park Municipal Water Department have set allocations from the Association, which are reviewed and adjusted every three years. Menlo Park's 1994 allocation is 4.03 mgd (average day). Table VI-1 shows water consumption by Menlo Park Water Department between 1989 and 1993.

**TABLE VI-1**

**CITY OF MENLO PARK MUNICIPAL WATER DEPARTMENT**
**HISTORIC ANNUAL WATER CONSUMPTION**

| Year | MGD |
|---|---|
| 1989 | 3.07 |
| 1990 | 3.16 |
| 1991 | 2.56 |
| 1992 | 2.76 |
| 1993 | 3.07 |

Source: City of Menlo Park Department of Development Services, 1994

During periods of drought, a different system of water allocation is used. The City of Menlo Park approved a Drought Contingency Plan which would allocate water based primarily upon need, rather than on past use. The plan addresses different stages of drought and will be implemented when the San Francisco Water Department determines the percent reduction of water use that the City and suburban users must achieve.

Partially in response to recent water shortages, the City retained the Barrett Consulting Group to investigate groundwater and water storage options. Based on the consultant's recommendations, the City has taken several actions to improve water supply:

- In March 1994, the City approved the preparation of construction drawings for a 3.5 million gallon reservoir adjacent to the existing Sand Hill Reservoir to be used for emergency drought or maintenance purposes;
- In mid-1993, the City installed an interconnection with the O'Connor Tract system for emergencies and greater reliability; and
- In 1992, the City established a financing plan to fund future capital improvement projects.

In addition to these measures, the City, in conjunction with the Bay Area Water Users Association, is examining potential water conservation strategies and connections with the State Water Project and, in cooperation with the City of Palo Alto, is exploring opportunities to provide reclaimed water for landscaping purposes.

## WASTEWATER TREATMENT

The South Bayside System Authority (SBSA) operates a regional wastewater treatment facility serving the cities of Redwood City, San Carlos, and Belmont, and the West Bay Sanitary District (WBSD). The facility has a rated capacity of 24 million gallons per day (mgd) for dry weather flow and 68 mgd for wet weather flow. WBSD provides sewer service within a 13 square mile service area that includes Menlo Park, Atherton,

Portola Valley, Woodside, portions of both East Palo Alto and Redwood City, and unincorporated San Mateo County.

The treatment plant capacity allocated to WBSD in accordance with an agreement among SBSA's member agencies is 6.6 mgd average dry weather flow and 14.4 mgd peak wet weather flow. A three-year average of wastewater flows is used by the WBSD for long-term trend information. Over the past 10 years, annual three-year averages have ranged between 4.5 and 4.9 mgd during the dry months and between 4.5 and 5.9 mgd throughout the year. More recently, during the 1991-1993 period, the three-year average was 4.7 mgd dry weather flow and 4.9 mgd throughout the year.

The existing WBSD wastewater collection system consists of about 197 miles of public sewer mains ranging in size from 6 to 54 inches in diameter. In addition, there are about 100 miles of lateral sewer connections and eight pumping stations. Except for these eight stations, the system operates by gravity flow to its terminus at the end of Marsh Road in Menlo Park. From there, the wastewater is pumped to the SBSA Redwood Shores subregional plant in Redwood City for treatment. The treated wastewater is disposed through a deep water outfall to San Francisco Bay.

Although the overall capacity of the present wastewater system is greater than demand, certain lines within the multi-city sewer system are overloaded during both peak dry weather and peak wet weather flow periods. This problem is caused by undersized pipelines and inadequate pipe junctions.

The WBSD has the capability to temporarily divert dry and wet weather flow from the existing SBSA wastewater pumping plant located at March Road and Haven Avenue about 4,000 feet to the WBSD Flow Equalization Facility via an existing 30-inch diameter force main. Among other benefits, this allows SBSA to reduce peak flow rates to the treatment plant during the high-flow-day periods and discharge at a time when the systems are low, generally at night. The stored wastewater, including solids, is aerated and mixed, then returned to the SBSA pump station through the same force main. The average storage period in the pond could be as much as three to five days in the case of wet weather flow, or less than one day in the case of dry weather flow. The Flow Equalization Facility pond has a 10 million gallon capacity.

## POLICE SERVICES

The Menlo Park Police Department provides police protection services within the incorporated city of Menlo Park. Outside city boundaries, the San Mateo County Sheriff's Department, based in Redwood City, and the California Highway Patrol (CHP) have jurisdiction. The CHP patrols state highways that pass through Menlo Park, including Interstate 280, US 101, and El Camino Real, while the Sheriff patrols county-controlled roads and responds to calls in unincorporated areas adjacent to Menlo Park.

Menlo Park's Police Department is headquartered at 801 Laurel Street, within the Menlo Park Civic Center. A substation, the Belle Haven Substation, is located at 1197 Willow Road. For emergencies, Menlo Park's police response time is three minutes or less. Non-emergency requests for service are generally answered within 15 minutes or less. Currently (1994), the police force consists of 46 officers with a complement of 19 support personnel, for a total of 65 full-time employees. In addition, the department has a reserve police organization with approximately eight part-time, volunteer employees.

## FIRE PROTECTION SERVICES

The Menlo Park Fire Protection District provides fire protection services to Menlo Park, portions of Atherton, East Palo Alto, and to adjacent unincorporated portions of San Mateo County. With a service area of approximately 29 square miles and a service population of 83,000, the district currently (1994) maintains six stations and employs a staff of 82 trained firefighters.

The district maintains two stations in Menlo Park, which are equipped with two engines, a command vehicle, one hook and ladder truck, and one rescue unit. All fire apparatus are equipped with automatic defibrillators. A total firefighting staff of 17 currently (1994) provides service within Menlo Park around the clock. All firefighting staff are qualified as first responder Emergency Medical Technicians (EMTs). While commute hour traffic now poses occasional problems, response times for emergency calls average four to five minutes. In 1986, the Insurance Services Organization (ISO) gave the Menlo Park Fire Protection District a rating of 3 on a scale of 1 to 10, with 1 representing the highest possible rating.

Six district fire prevention professionals currently provide fire prevention information and public education as well as monitoring the safety of industrial hazardous waste storage facilities.

## PARKS AND RECREATION FACILITIES

The City of Menlo Park currently (1994) owns and operates approximately 231 acres of parkland (see Table VI-2). Park maintenance is provided by the Menlo Park Maintenance Division, and recreational programs are run by the Community Resources Department. These neighborhood and community facilities provide year-round recreational opportunities for all ages. Many recreational facilities are clustered within Menlo Park's Civic Center - Burgess Park Complex. In addition to a Recreation Center, the complex includes a public swimming pool, a wading pool, tennis courts, Little League baseball field, and a gymnasium. The Burgess Theater is located within the Civic Center complex as well. The Onetta Harris Community Center, constructed in 1972, is located in Kelly Park in the northern corner of the Belle Haven neighborhood. This center includes a public swimming pool, a gymnasium, two-multi-purpose rooms, a weight room, complete kitchen facilities, and several administration offices. Besides the swimming pool, outdoor facilities include a lighted baseball field and tennis court. Also located in Kelley Park is the Menlo Park Senior Center, an 11,000-square-foot facility built in 1994. School play fields at several locations within Menlo Park provide additional open space and recreational areas.

## TABLE VI-2

## EXISTING CITY-OWNED RECREATIONAL OPEN SPACE[1]

| District Recreation Facility | Area (acres) | Facilities/Activities |
|---|---|---|
| Civic Center Complex | 12.40 | City administrative offices |
| Bayfront Park | 155.00 | Passive recreation |
| **Neighborhood Recreation Facilities** | | |
| Burgess Park | 11.60 | Active recreation[2], swimming pool, childcare |
| Fremont Park | 0.54 | Drop-in activities, sunbathing, music events |
| Fremont School Park | 3.50 | Drop-in and organized children's activities, childcare |
| Joseph B. Kelly Park | 8.45 | Active recreation, swimming pool, senior center, childcare |
| Nealon Park | 9.00 | Golf instruction, cooperative nursery |
| Schoolview Park | 0.83 | Pre-school equipment, secondary equipment, barbecue, sunbathing |
| Sharon Park | 11.15 | Drop-in activities, playground, passive use |
| Sharon Hills Park | 12.50 | Passive recreation |
| Stanford Park | 3.33 | Drop-in activities, no equipment |
| Willow Oaks Park | 2.58 | Children's playground, picnics, special recreational activities, tennis |
| Boys Club Midi Park | 0.70 | Passive recreation |
| **Total** | 231.39 | |

[1]These figures do not include the 22 acres of school field land currently under joint use agreement between the various school districts and the City.

[2] Includes recreational baseball, softball, soccer, football, tennis, picnics, children's playground, special recreational activities.

Source: City of Menlo Park Community Resources Department, 1994

Two other facilities located within the city limits but not operated by the City provide recreational opportunities for Menlo Park residents. Flood Park, operated by the County of San Mateo, is a 26-acre facility that includes a baseball park and family and group picnic facilities. Another facility, Menlo Park's Little House, has served since 1949 as a recreation and social center for seniors in Menlo Park and from the surrounding Mid-peninsula area. Little House is located on City property in Nealon Park but is operated and maintained by a group called the Peninsula Volunteers.

In addition to the 231 acres of developed parkland, the 7,500-acre Baylands region has been retained in its natural state. Portions of the Baylands lie within the San Francisco Bay National Wildlife Refuge.

State law establishes a standard for provision of neighborhood and community park area of three acres of park area per 1,000 persons. As allowed by the State, Menlo Park has adopted a stricter standard of five acres per 1,000 persons. With an existing population of 29,182, the City would meet this standard with 146 acres of park land. The City's present supply of parks exceeds the standard by about 85 acres, or 58 percent above the necessary acreage.

## PUBLIC SCHOOLS

Menlo Park is served by the Menlo Park Elementary, Las Lomitas Elementary, Ravenswood Elementary, and Sequoia Union High School Districts. Schools within the Menlo Park District that accept children from Menlo Park are Hillview, Oak Knoll, Laurel and Encinal Schools. Children within the Las Lomitas School District attend Los Lomitas and La Entrada Schools. The schools within the Ravenswood District that serve Menlo Park are James Flood, Menlo Oaks, Willow Oaks, Ravenswood Middle School, and Belle Haven. High school students in Menlo Park primarily attend Menlo-Atherton and Woodside High Schools, which are operated by the Sequoia Union High School District. Minority students in Menlo Park can voluntarily transfer to Carlmont High School, which is part of the Sequoia Union High School District. A description of the current school attendance rates, capacities, and conditions follows and is summarized in Table VI-3.

The four schools in the Menlo Park Elementary School District have experienced a steady increase in enrollment in the last few years and all are currently (1994) over capacity. At least 13 portable classrooms have been added on campuses throughout the district to accommodate increased enrollment. The district has one vacant school, O'Connor, located in the far eastern part of the district, near U.S. 101, along its border with the Ravenswood District. The school buildings, with a capacity to accommodate between 243 and 261 students, are currently leased out to a non-profit agency, but the play fields are maintained by the school district. For the immediate future, the district intends to continue to lease these buildings and maintain the play fields for community use. To accommodate future enrollment, the district plans to add up to ten portable classrooms at campuses throughout the district by the end of the decade.

The Las Lomitas Elementary School District currently (1994) operates two schools and leases out two for use as private schools. Los Lomitas and La Entrada are currently at capacity, with portable classrooms being used at Los Lomitas. The two leased schools, Ladera and La Loma, have a combined capacity of about 621 students. The leases for Ladera and La Loma schools extend till June 1998. The district is currently (1994) considering whether to continue leasing La Loma or use the school to accommodate future enrollment.

Five schools in the Ravenswood District serve Menlo Park. None of them is currently (1994) at capacity. Two portable classrooms are used currently at Menlo Oaks, and five are used at Willow Oaks. The district also currently uses two classrooms at the Green Oaks School, which is adjacent to the Chavez Academy and where more than ten classrooms are leased to various not-for-profit programs and organizations, including Head Start.

**TABLE VI-3**

**SCHOOL ENROLLMENTS AND CAPACITIES***
**1993/94**

| District/School | Enrollment |
|---|---|
| Menlo Park District | |
| Hillview (6-8) | 483* |
| Oak Knoll (K-5) | 596* |
| Laurel (K-2) | 378* |
| Encinal (3-5) | 327* |
| Los Lomitas District | |
| Los Lomitas (K-3) | 428* |
| La Entrada (4-8) | 424* |
| Ravenswood District | |
| James Flood (K-8) | 276 |
| Menlo Oaks (5-8) | 385 |
| Willow Oaks (K-4) | 616 |
| Chavez Academy (K-8) | 723 |
| Belle Haven (K-8) | 574 |
| Sequoia Union High School District | |
| Menlo-Atherton | 1,581 |
| Woodside | 1,723* |
| Carlmont | 1,420 |

*These enrollments are over school capacity.
Source: Respective school districts

Although enrollment in the Sequoia Union High School District declined during the latter part of the 1980s, student numbers have steadily increased since 1990, with enrollment in 1993/94 exceeding the 1992/93 figures by approximately 0.7 percent. The 1993/94 total enrollment for district schools serving Menlo Park is 4,724. Woodside is currently the only school in the district that is over-enrolled. Carlmont is expected to reach capacity during the 1995/96 school year, and Menlo-Atherton is likely to reach capacity soon thereafter. There are no vacant schools in the district to accommodate projected increased enrollment. The

district closed San Carlos High School in 1984/85 and sold the site. New classroom wings, however, are under construction at Woodside and Menlo-Atherton High Schools, which will provide capacity for an additional 196 students at each campus. No portable classrooms are planned for use in the district.

Most schools in the Menlo Park and Las Lomitas School Districts were built between 1945 and 1960 and are now (1994) in fair condition. In recent years, lack of funds in the districts has permitted only limited repair, such as roofing. Most maintenance, such as painting, paving, and heating system replacement, has been deferred.

Within the Ravenswood District, the James Flood School, which had been closed from 1969 to 1988, was extensively renovated in 1989. In 1993, a new science lab and a computer lab were added to the Menlo Oaks School, and the library was renovated. A new computer lab was added to the Chavez Academy, as part of an upgrade in 1991. At Willow Oaks, bathroom renovations are currently (1994) underway, and an upgrade for disabled access is planned. Roof repairs were performed on several schools in the Ravenswood District within the last five years, as were asbestos inspections and removals. Nonetheless, a substantial amount of additional maintenance, including plumbing, electrical, and roofing work, is needed at the schools.

Menlo-Atherton and Woodside High Schools, which were constructed in 1950 and 1956, respectively, are in poorer condition than the schools in the Menlo Park Elementary School District. Restrooms and the heating system were recently repaired and asbestos removal operations have been completed in accordance with state standards. Due to limited funds, however, only major emergency repairs have been performed at the schools. These schools currently need cosmetic repairs such as painting and maintenance of landscaping and playing fields.

## LIBRARY SERVICES

The Menlo Park Library serves the city through its main library located at 800 Alma Street, and through the Onetta Harris Reading Room at 100 Terminal Avenue. Through the Peninsula Library System, the citizens of Menlo Park have access to all other public libraries in San Mateo County. Special programs currently (1994) conducted by the Menlo Park Library include children's story hours and an adult literacy program, "Project Read."

The City-owned and operated main library facility is 34,046 square feet in area and houses a collection of approximately 110,000 volumes. The Menlo Park Library currently (1994) maintains a ratio of 3.29 books per capita and a ratio of 1.02 square feet of library space per capita for the city and its sphere of influence. The City procures 5,000 to 6,000 new books annually for the library.

Nearly one-half of the residents of the city and its sphere of influence holds library cards. During 1992 and 1993, more than ten books per capita circulated annually. This compares with other California cities of similar size to Menlo Park that have an average annual circulation of 6.17 books per capita, according to data from the California Library Statistics for fiscal year 1992/93.

## SOLID WASTE DISPOSAL

Browning Ferris Industries of San Mateo provides garbage service within Menlo Park. The solid waste is transported by truck to a transfer station in San Carlos prior to shipment to the Ox Mountain Ranch Sanitary Landfill east of Half Moon Bay. The Ox Mountain Sanitary Landfill site, which includes two canyons, serves San Mateo County. Currently (1994), the Corinda los Trancos Canyon is being filled.

This facility is presently being expanded approximately 2,700 feet down canyon from the existing facility, providing an area of about 140 acres to be filled to a maximum elevation of 1,125 feet. Several phases have already (1994) been constructed and are ready to begin accepting waste. The life expectancy of the fill expansion at Corinda los Trancos Canyon is estimated to be 23 years.

The California Solid Waste Reduction Act (AB939) requires each city and county to conduct a study of its existing solid waste stream and prepare an action plan to achieve a 25 percent reduction by 1995 and a 50 percent reduction by the year 2000 in the amount of solid waste going to landfill. This legislation requires a recycling element and a composting element. San Mateo County and the cities within the county are attempting to change the legislation to allow a countywide plan rather than having each city prepare its own plan. The County is in the process of performing the required Phase I Study which can hopefully be used by all the cities.

## GAS AND ELECTRIC UTILITIES

Gas and electric utilities in Menlo Park are supplied by the Pacific Gas and Electric Company (PG&E). Menlo Park's Bayfront Park was constructed on the top of a solid waste landfill. The City extracts methane gas and uses it to generate electricity, which is sold to PG&E. The City has a contract with Laidlaw Gas Recovery Systems to operate and maintain the gas wells, pipelines, and generation plant facilities.

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